

CA1
LF
-1994
P28

PEOPLE WITH DISABILITIES MAKING TRANSITIONS

Research report **3**

3 1761 11766393 0



Canadian
Labour Force
Development Board

What is the CLFDB?

The Canadian Labour Force Development Board is made up of partners from business, labour, education and training, and the equity groups (women, aboriginal peoples, people with disabilities and members of visible minorities), working together to develop a highly skilled Canadian workforce that contributes to the well-being of Canadians and a productive and prosperous economy.

The notion of "working together" to bring about positive change is often articulated but seldom translated into key principles of public policy. The CLFDB – a national, not-for-profit organization with an agenda and a work program set independently by the members – was established in 1991 in response to the growing consensus that labour market partners must play a greater role in training and human resource development in Canada. The Board's mission is to work towards the creation of a coherent and coordinated system of labour force development that is equitable, effective and efficient.

The Board is made up of 22 voting members: eight representatives each from business and labour, two from the education and training community, and one from each of the four equity groups. Board members are nominated by the constituencies they represent – over 89 national organizations. Provincial/territorial and federal departments responsible for labour force matters are represented by non-voting members. The Board works by consensus.

The CLFDB co-chairs have also been selected by their constituents: J. Laurent Thibault, former President of the Canadian Manufacturers' Association, as Business Co-chair, and E. Gérard Docquier, former Canadian National Director of the United Steelworkers of America, as Labour Co-chair.

The CLFDB mandate is to:

- play a lead role in developing commitment to training and labour force development in Canada;
- advocate more, relevant, higher quality and accessible training;
- provide direction on all aspects of training and related employment and adjustment programs and policies;
- provide the labour market partners with opportunities to conduct meaningful dialogue and build consensus;
- establish a framework for government accountability with respect to training and labour force development programming;
- ensure the Board has the information needed to monitor and evaluate training outcomes and be accountable to its constituencies.

© CLFDB 1994

All rights reserved

ISBN: 1-895813-32-8

CLFDB Research Report # 3



For more information or additional copies of this report, contact:

Canadian Labour Force Development Board
23-66 Slater Street
Ottawa, Ontario
K1P 5H1

Telephone: (613)

Facsimile: (613)

Presented to the

LIBRARY of the

UNIVERSITY OF TORONTO

by

JOHN STANLEY

PEOPLE WITH DISABILITIES MAKING TRANSITIONS: RESEARCH REPORT 3

People with Disabilities in Transition

*A report submitted to the Reference Group on Disabilities
and the Canadian Labour Force Development Board*

Prepared by the Roeher Institute

This research report was commissioned by the CLFDB to inform the work of the Task Force on Transition into Employment. The opinions reflected are those of the authors and not necessarily those of the Task Force or the CLFDB. This report has not been edited in any way by the CLFDB.



CONTENTS

AUG 2 1995

RESOURCE
CENTRE

INTRODUCTION AND SUMMARY OF FINDINGS	1
I. THE CONCEPT OF LABOUR MARKET TRANSITION, DEFINING "SUPPORTS" FOR MAKING TRANSITIONS, AND A NOTE ON DATA SOURCES	14
II. A DEMOGRAPHIC PROFILE OF PEOPLE WITH DISABILITIES MAKING TRANSITIONS IN THE THE CANADIAN LABOUR MARKET	22
III. FACILITATING POSITIVE LABOUR MARKET TRANSITIONS THROUGH PUBLIC POLICY AND PROGRAMS	47
A. PREVENTION OF DISCRIMINATION	49
B. PREVENTING LABOUR MARKET DISADVANTAGE	50
C. DELIVERY OF DISABILITY-RELATED SUPPORTS FOR PARTICIPATION IN EDUCATION, TRAINING AND EMPLOYMENT	53
D. THE PROVISION OF OPPORTUNITIES FOR EDUCATION AND TRAINING/RETRAINING	64
E. COORDINATING ACCESS TO TRAINING, EDUCATION EMPLOYMENT AND SUPPORT SERVICES	82
F. DISABILITY-RELATED INCOME PROGRAMS	88
IV. POLICY AND PROGRAM BARRIERS THAT HAMPER POSITIVE LABOUR MARKET TRANSITIONS BY PEOPLE WITH DISABILITIES	91
A. THE HUMAN RIGHTS FRAMEWORK	91
B. THE EMPLOYMENT EQUITY FRAMEWORK	92
C. THE DISABILITY-RELATED SUPPORT FRAMEWORK	93
D. THE EDUCATION AND TRAINING FRAMEWORK	95
E. THE FRAMEWORK FOR COORDINATING TRANSITIONS WITHIN THE LABOUR MARKET	99
F. THE INCOME SUPPORT/REPLACEMENT FRAMEWORK	101
V. THE COSTS OF THE FAILURE TO SUPPORT PEOPLE WITH DISABILITIES MAKE THE TRANSITION TO THE LABOUR MARKET	105
A. FINANCIAL COSTS	105
B. HUMAN COSTS	108
VI. EFFECTIVE TRANSITIONAL SUPPORTS: KEY ELEMENTS AND SELECT MODELS	110
A. INDIVIDUAL CHOICE	112
B. SOCIAL SUPPORT	116
C. MANDATED INDIVIDUAL PLANNING SUPPORT AND COORDINATION	121
D. SUPPORTS AND SERVICES	128
E. EDUCATIONAL STATUS	129
F. WORK EXPERIENCE	131
G. DEMAND FOR LABOUR	138
VII. CONCLUSION: DIRECTIONS FOR CHANGE	138
A. EDUCATION, TRAINING AND JOB COUNSELLING ISSUES	138
B. OTHER ISSUES	141

APPENDIX 1. - KEY ARRANGEMENTS FOR PURCHASING, DELIVERING AND REGULATING ACCESS TO TRAINING UNDER CJS/LFDS	150
APPENDIX 2. - SELECT BIBLIOGRAPHY ON SCHOOL-TO- WORK TRANSITIONS	153
APPENDIX 3. - USER DERIVED VARIABLE TO IDENTIFY PEOPLE IN TRANSITION TO MORE OR TO LESS WORK	155
APPENDIX 4. - STATISTICAL TABLES	156

INTRODUCTION

This report looks at people with disabilities involved in transitions within the Canadian labour market. The particular focus is on the transition to employment, and to the other opportunities that can help make employment an achievable goal. The first section outlines specifically how the term "transition" has been used in the context of this report, as well as what is meant by "supports" that can help make the transition to employment a successful one. That section also looks at data sources used for the report, and outlines some of the difficulties encountered in gaining access to and using statistical materials. The second section of the report looks at demographic characteristics of people with disabilities involved in labour market transitions, and at some of the disability-related factors that are associated with the transition to jobs in the mainstream labour market. Section III provides an overview of the policy and program framework within which a wide variety of initiatives to facilitate transitions to work have and can be developed. Section IV looks at some key barriers arising from public policy and programs that hamper the transition to work and to other opportunities that can promote employability, such as training and education. The fifth section outlines some of the more obvious economic costs associated with disability in relation to the labour market, and points to the economic prudence of initiatives that facilitate labour market integration wherever possible instead of leaving individuals with disabilities on the economic periphery of Canadian society. Section VI looks specifically at elements found to be operating in effective programs designed to facilitate transitions to the labour market among people with disabilities -- particularly the transition from school to work -- and describes some innovative programs in this area. Section VII concludes the report with a number of directions for change that need to be pursued at a

policy and program level if people with disabilities are to have greater access to and success within the labour market than they do at present. Section VII has been developed with a view to the interests, mandate and linkages to labour market partners of the Canadian Labour Force Development Board, and the related boards that are being put in place at the provincial/territorial level.

The research uses a broad analytical approach based on the recognition that many factors operating across a number of policy and program areas can either help or hinder transitions by people with disabilities in the labour market.

KEY FINDINGS

A. People with disabilities involved in labour market transitions

- o People with disabilities are more likely than non-disabled persons to be involved in some form of labour market transition in a given year, and are about one and one-half times as likely to make a transition to less work or to no work.
- o Among people with disabilities, over half (50.3 per cent) as compared with 38.4 per cent of non-disabled persons making transitions to jobs or more hours of work are moving from situations of job-seeking or labour force inactivity lasting a year or more.
- o Compared with other people with disabilities, those with mild disabilities are over-represented among people with disabilities in transition, due no doubt in large part to the fact that persons with mild disabilities are much more likely than people with moderate and severe disabilities to be active in the labour force in the first place.

- o People whose only disability is in the area of hearing or in the psychological/cognitive area are relatively well represented among those with disabilities making transitions to no work or to less work. People whose only disability is in the area of hearing, as well as those whose only disability is in the area of flexibility/agility are under-represented among those with disabilities and in transition to jobs or to more hours of work.
- o People with and without disabilities most likely to undergo a labour market transition are young adults between 15 and 25. However, people between 25 and 40 with disabilities are also more likely than people with disabilities as a whole to be involved in transitions. Regardless of age, people with disabilities are more likely than non-disabled persons to be involved in transitions to no work or to less work.
- o People with disabilities who are most likely to make transitions to jobs or to more hours of work reside in New Brunswick, Nova Scotia, Manitoba, Saskatchewan, Alberta, British Columbia and the Yukon.
- o Whether people with disabilities live in major urban centres (like Vancouver, Montreal and Toronto), or live in other urban areas or in rural areas does not seem to affect whether they are involved in transitions to jobs or to more hours of work. However, people making transitions to no work or to fewer hours of work are slightly over-represented in the major centres.
- o Unlike the situation for non-disabled persons, it is males rather than females with disabilities who are most likely to undergo labour market transitions -- particularly to less work or to no work.

- o Women are consistently more likely than men to have earnings in the lowest 20 per cent of the earnings range (i.e. below \$10,000), regardless of whether they have disabilities or have undergone transition.
- o Among people without disabilities, those with high school graduation or better are consistently most likely to be involved in transitions to more work. People with disabilities making similar transitions are most likely to be those who have completed only some high school, or who have graduated high school, or who have obtained trades certification. Those with some college education or a post-secondary diploma are less well represented among those in transition to more work. However, people with disabilities and university degrees are comparatively well represented among those making transitions to more work.
- o For reasons that are unclear, people with disabilities and high school graduation or higher are over-represented among those in transition to no work / fewer hours of work.
- o The students (aged 15 - 19) of regular schools who have disabilities and who are most likely to undergo a transition to work or to more hours of work are those involved exclusively in regular classes. Students taking a combination of regular and special (disability-focused) classes are over-represented among those in transition to no work or to fewer hours of work. Students involved exclusively in special classes are over-represented among those who have not recently undergone a transition and who are thus less likely than others to be active in the labour force.

- o Many people with disabilities and involved in transitions to jobs or more hours of work are, like people without disabilities, involved in clerical, sales, service, and manual jobs. Professional and semi-professional jobs also see a comparatively high proportion of people with and without disabilities involved in positive transitions. As well, semi-skilled jobs have a higher than usual proportion of people with disabilities making transitions to more.
- o Among those receiving disability income support / replacement, people receiving Workers' Compensation, Unemployment Insurance Sickness Benefits, or benefits through auto and private disability insurance are those most likely to be making positive labour market transitions. People receiving Canada/Quebec Pension Plan disability benefits or disability benefits through provincial social assistance programs are under-represented among disability benefit recipients making labour market transitions.
- o 59.2 per cent of people with disabilities who made a transition to jobs or to more hours of work in 1985-86 were employed in the summer of 1986. In contrast, this was true of 90.8 per cent of people without disabilities and who had undergone similar transitions. The prospect of job retention is thus very much an issue among people with disabilities making the transition to jobs. Among those no longer employed, people with disabilities were about half as likely as non-disabled persons to be active job-seekers. That is, they were much more likely to have dropped out of the labour force entirely.

B. Factors that help account for successful transitions

A number of "success factors" help make it possible for people with disabilities and who would normally face significant disadvantages in the labour market to have well-paid jobs.¹ The following is known about people identified as success stories in The Roeher Institute's recent report, *On Target?* (North York, 1992).

- o They are less likely than others to have faced labour market discrimination based on disability.
- o They are comparatively well informed about their human rights.
- o They are more likely than others to be involved in jobs where employment equity provisions are in place.
- o Workplace accommodations are more likely to have been made for them than for many others.
- o They are more likely than others requiring support to have access to community support services and are less likely to be receiving no support at all.
- o They have comparatively good access to assistive devices.
- o They are comparatively well educated.
- o They are more likely than others to be in jobs where on-the-job training is provided.
- o Among those who became disabled before completing their formal education, success stories are more likely than others to have returned to school at some point for training or re-training.
- o They are more likely than others to have had access to rehabilitation services in the recent past.

¹Nearly 88,000 individuals, with moderate or severe disabilities lasting three years or longer were, at the time of Statistics Canada's Health and Activity Limitation Survey (1986), employed and taking home the median Canadian earnings or better. The severity and duration of their disabilities would typically have put them at a significant disadvantage in the labour market.

o While they are more likely than many others to have relied on the income support system, they have not been discouraged or prevented as a result of this reliance from integrating into the paid labour force.²

For success stories, the conditions that need to be in place to enable participation in the labour market and to earn good wages are likely to be in place. Moreover, for these people the conditions that enable them to participate seem to be organized in ways more flexible and less restrictive than for others with disabilities. That is, success stories are not as likely as many others to have been forced to barter away the desire to work, their human rights and their other freedoms in exchange for access to the disability-related goods and services that should facilitate employment, but that can actually prevent many from having jobs because of the ways in which the goods and services are delivered.

Many of the same factors that help contribute to success stories are involved in supporting people with disabilities through positive labour market transitions. At the very least it would appear that employment equity / affirmative action programs can help reduce the likelihood of undergoing a transition to less employment (i.e. can help promote job retention), as can having access to the disability-related aids and devices that are needed and adequate accommodations for disability in the workplace. Having access to on-the-job training, participating in other forms of training, being well informed about one's rights, having access to the personal support required to manage daily living activities, and having access to rehabilitation services all underlie transitions to jobs or to more hours of work.

²The Roeher Institute, *On Target?*, North York, 1992, Chapter 9 *passim*.

In terms of people making transitions from school to work in particular, the research identified a number of other success factors.

- o Effective transitional programs build on the individual choices of people with disabilities and in so doing promote individual motivation and skill development.
- o Successful initiatives take full advantage of the insight and personal support that family members and friends can bring to bear during planning for individuals' transitions to jobs and during their actual transitions to the labour market. These initiatives ensure arrangements are in place to facilitate the involvement of family members and friends in the transition process.
- o Effective programs ensure that provisions for transition planning are in place and that the planning begins early in the high school careers of students. Effective arrangements to ensure the coordination of efforts by labour market partners involved in supporting the transition to work following school have also been developed.
- o Steps have been taken to ensure that disability-related supports and services are available to those who need them.
- o Because a good education is increasingly critical to successful labour market integration and is an entrance requirement for many post-secondary programs that can strengthen employability, schools and school districts aiming to facilitate successful transitions to the labour market by students with disabilities take seriously importance of a quality, integrated education. In these schools and districts, steps are being taken to ensure that

the many factors which must be in place and properly coordinated to ensure successful school completion have been attended to and are adequately resourced.

- o Work experience can be an important prelude to successful labour market integration. Programs that aim to promote successful transition to the labour market take this issue seriously and systematically foster work placements through cooperative education and other arrangements.
- o If transition to the labour market implies employer demand for labour, some initiatives have proven helpful by systematically focusing employer demand on the available pool of potential workers with disabilities, and by keeping employers informed about this labour pool.

C. The policy and program framework for facilitating labour market transitions of people with disabilities

The very nature of disability requires that responsibility not be vested exclusively in any single policy or program area for all the factors that contribute to successful labour market transitions. Indeed, important responsibilities for factors that can contribute to successful transitions are currently dispersed across policy and programs in the areas of human rights, employment equity, social services, training and education, counselling, and income support/replacement, not to mention private sector business and labour. Key policy and program areas within the framework that is used to address labour market transition issues as these affect people with disabilities include:

- o Human Rights Legislation and Commissions
- o Employment Equity Legislation and Initiatives

- o The Canada Assistance Plan
- o The Vocational Rehabilitation of Disabled Persons Act
- o The Canadian Jobs Strategy and the Labour Force Development Strategy
- o Employability Enhancement Agreements for Social Assistance Recipients
- o Workers' Compensation Legislation
- o Provincial/Territorial Legislation and Programs for Education, Training, Support Services, Income Support/Replacement and Management of the Labour Market

While complexity in terms of policy and delivery arrangements is to be expected, a case can also be made that the framework that is presently in place is unnecessarily complex and fragmented, and that responsibilities have not been distributed across the "system" in a coherent and readily manageable way.

D. Barriers and directions for change

The research identified numerous barriers that operate within the policy and program framework to hamper successful labour market transitions by people with disabilities. Key among these are:

- o The lack of coordination between policies and programs across the many areas (e.g. social services, income support and training/education) which affect transitions, and the lack of mechanisms to secure greater collaboration across these sectors.
- o Restrictive criteria that simply screen people with disabilities out of opportunities to participate in the labour force and from opportunities that could strengthen their position in relation to the labour force.

- o Inadequate access by people with disabilities to the policy and program development process, which means that major initiatives affecting their involvement in the labour market continue to be developed without sufficient reference to people with disabilities and the issues they face.
- o Inadequate attention and commitment at the policy level to the critical income and funding issues that both individuals with disabilities and disabled consumer organizations face. These problems leave many individuals without the resources they require to make positive labour market transitions, and leave many organizations without the resources they require to support individuals with disabilities (and their employers) who are involved in transitions.
- o Arrangements that continue at the expense of people with disabilities to vest power in professional elites and gatekeepers -- persons who often lack understanding about disability issues or who have low expectations concerning the employment of people with disabilities. For some people with disabilities, this situation creates disincentives to become involved in various programs, breeds discouragement, and undermines individual motivation. Many others are simply screened out of the labour market because of such arrangements.
- o Insufficient demand for the labour of people with disabilities, which results in part from stereotypes, negative or apprehensive attitudes on the part of employers, and from employment equity provisions that lack "teeth".

The economic costs associated with disability run well into the billions of dollars and continue to rise. Many of these costs are unavoidable. However, people with disabilities face numerous

barriers at the level of public policy and programs that make it difficult for them to make the transition to the labour market and to help defray the costs through taxable earnings.

To address such issues, the research led to an identification of a number of directions for change that will likely need to be pursued.

- o A comprehensive and coherent approach to enabling people with disabilities make transitions into the labour market is required. This new approach will require much better collaboration and coordination across government departments, levels of government and labour market partners (business, labour, education, social services, etc.) than anything we have seen in the past. It will also require much more coherent vesting of responsibilities among labour market partners, and more effective accountability mechanisms to ensure those responsibilities are being fulfilled.
- o Steps must be taken to ensure people with disabilities have much better access to quality educational and training opportunities.
- o More effective measures must be implemented to stimulate the demand for workers with disabilities. In part this would involve a greater number of and more effective labour market information and skills availability-to-skills shortages matching services in the area of disability. However, more effective employment equity measures are also needed -- ones that set participation target levels at a reasonable level, that are enforceable, and to which labour market partners can be held accountable.

- o Provisions must be implemented to ensure that people with disabilities have wider access to the conditions (e.g. disability-related supports) that are often essential for successful labour market integration.
- o It is critical that more consumer-driven arrangements be implemented for identifying vocational goals, the barriers that hamper realization of those goals, and the strategies for overcoming the barriers and for achieving those goals.
- o People with disabilities must be accorded much more involvement in the public policy process and in the design and monitoring of programs. Failing this, enormous investments are likely to continue being made on initiatives that will be of questionable benefit to this very large segment of the Canadian population.
- o The sources of funding that are used to make it possible for people with disabilities to engage in positive labour market transitions must be available to all persons, not just those who have recently been in the labour market (e.g. UI recipients).

I. THE CONCEPT OF LABOUR MARKET TRANSITION, DEFINING "SUPPORTS" FOR MAKING TRANSITIONS, AND A NOTE ON DATA SOURCES

A. TRANSITION

It has become a truism that the Canadian labour market is in a state of flux. Statistics Canada's Labour Market Activity Survey shows that as many as 7,000 workers change their labour market status each hour and that nearly half (48 per cent) of all working age Canadians experience some change in labour force state over a two year period.³ The transitions that account for this flux have been defined by Statistics Canada as any significant change in jobs involving the same employer or a new employer, or a move in any direction between being outside the labour market, being an active job-seeker, or being employed.⁴ The volatility of the Canadian labour market is likely to be with us for some time to come as the global economy continues to restructure, and as the focus is increasingly placed on labour market efficiency, worker skill adjustment / enhancement, and labour market competition.

Labour market transitions are of central concern to people with disabilities, particularly transitions from outside the labour market and unemployment to well paid, secure, rewarding jobs. The centrality of the concern springs in part from the dramatic under-representation of people with disabilities in the Canadian labour force -- only 40.3 per cent are employed as compared with 69.9 per cent among non-disabled Canadians (1986). That concern is also driven by the basic economic challenge that individuals with disabilities must address -- to cover the costs of one's own (and one's dependents') basic needs as well as the

³Statistics Canada, *Flux: Two Years in the Life of the Canadian Labour Market, Findings of the Statistics Canada Labour Market Activity Survey 1986-87*, Ottawa, 1991, p. 5.

⁴*Ibid.*, p. 8.

additional costs of disability. Whether individuals are able to make the transition to employment can make a critical difference in terms of their personal well-being, economic security and health, not to mention that of their families.

In that people with disabilities make up about one-eighth (12.7 per cent)⁵ of the working age population living in private households in Canada as of 1992, whether they find themselves able to make the transition to employment could make a critical difference in terms of the overall well-being of Canadian society. Issues of disability and transition to employment, then, are issues that should concern not only people with disabilities.

While it is useful to focus on transitions in the labour market, it should be remembered that these are not the only or even the most significant transitions that Canadians with disabilities face. Sustaining a disability because of a work injury or an auto accident, and the process of dealing with the multiple consequences of such an event, can itself involve major lifestyle and emotional transitions for individuals and their families. Often, these transitions can take months if not years to process, during which time labour market activity can be seriously affected as individuals learn how to adjust to the new realities involved in having a disability. For people born with a disability, the attempt to make the transition to full membership and participation as adult members of communities that have historically excluded them can involve transitions and challenges that are not limited to getting a job. For people with episodic disabilities, any given week can be a week of transition from being fully able to undertake certain activities and tasks, to being less able to undertake these, and then back to being able to undertake them again. For other persons, the cyclical nature of their disability may punctuate their work activity or participation in course work or on-the-job training in ways that

⁵Statistics Canada, *The Daily*, Ottawa, October 13, 1992 (Amended).

make such activities impossible to sustain without interruption.

Clearly, transitions that result from disability can have a major impact on individuals' labour market activity, and are often a key factor behind a change in labour market status. Thus, if we are to understand labour market transitions involving people with disabilities, we need to include in our understanding a recognition that individuals are often undergoing other transitions because of their disability and that the two levels of transition can be intimately interrelated.

B. SUPPORTS FOR LABOUR MARKET TRANSITIONS

If people with disabilities are to enter and keep pace with others in a labour market that is increasingly in flux, they must have access to the conditions that will enable them to make the transition to the labour market and to participate successfully throughout the many transitions they will likely be required to make. As for other Canadians, such conditions include quality educational and training opportunities that prepare individuals for productive employment, information on labour market trends and job opportunities, and counselling, job placement and referral services that can facilitate transitions to jobs or to training and educational programming for future employment. For people receiving income support -- disabled and non-disabled alike -- arrangements that facilitate and reward rather than frustrate and penalize the transition to the labour market are needed. Laws and policies that prevent individuals from being excluded from the labour market, and which address this problem once it has occurred, also play an important role in facilitating transitions to jobs. The policy, program and delivery framework that is relied upon by working age Canadians with and without disabilities attempting to secure these supports for making positive labour market transitions is outlined in Section III.

The training, education, counselling and other conditions that facilitate positive labour market transitions for working age Canadians must have a particular understanding of disability-related issues if they are to function as conditions that promote positive labour market transitions and participation by people with disabilities. Thus, while it may not be crucial that "special" job counselling programs be widely implemented specifically for people with disabilities, it is crucial that the job counselling services that are in place have expertise in this area and be able to serve people with disabilities effectively.

For people with disabilities, a range of other supports that are disability-specific are also required and call for particular policy and program responses. Without access to these supports, transitions into employment -- or into training and education that will lead to jobs -- are hampered. These supports include attendant services to assist with daily living tasks; communication services to assist persons with speech or hearing disabilities; on-the-job support to provide assistance with particular tasks; technological supports to assist with movement and communication, and so on. The policy and program framework that helps make these disability-related supports available is discussed in more detail in Section III.

Such supports are often required across home, school, work and other environments and individuals' particular needs for supports can change fluidly depending on a number of factors. Thus, as was pointed out in the final community consultation report for Mainstream 1992,⁶ what is needed is not so much distinct support delivery arrangements to assist people with disabilities make labour market transitions, as arrangements across funding programs, service systems and labour market

⁶The Roeher Institute (Cameron Crawford), "Community Consultation: Mainstream 1992, Final Report", submitted by Marcia H. Rioux, Cameron Crawford, consultants, to the Executive Committee, Mainstream 1992 (October, 1992).

structures that are flexible enough to make it possible for individuals to gain access to the supports they require so they can make the many transitions they may have to make, whether because of labour market conditions, disability or a combination of the two.

It should also be pointed out that interrupted access to or delivery of the disability-related supports that are required for participation in jobs can have a major impact on an individual's labour force status. Indeed, interruptions in supply or access can precipitate transitions away from work where such transitions would otherwise be avoidable.

The importance of this range of supports in supporting individuals make transitions to the labour market is shown in the next section of this report (Section II). Key difficulties individuals encounter in their attempts to take full advantage of supports to participation are outlined in Section IV.

C. STATISTICAL DATA ON TRANSITIONS

Obtaining useful information on the labour market transitions of people with disabilities is problematic. On the one hand, the Labour Market Activity Survey (LMAS) enables comparisons of labour market flux to be drawn between people with and without disabilities in terms of basic demographic variables such as age, gender, education level, province and so on. LMAS does not, however, enable an examination of the disability-related factors that help account for why individuals make successful transitions. In the same way, program data, such as that provided by EIC, typically provides a basic "head count" of participants in various programs. However, this data again sheds little light on the numerous and often complex disability-related factors that help account for why some people do and others do not make successful transitions from training, job referral or

job placements to employment. Moreover, this information, like that available in many other government bureaucracies involved with labour market issues and people with disabilities, is difficult to access.

Other data, such as that compiled by provincial Workers' Compensation Boards, is used as a major source of information by governments on disability and the labour market. However, this information pertains exclusively to people who become disabled as a result of work-related injuries and who manage to have their claims successfully adjudicated by the boards. It is thus not applicable people with disabilities more generally. Moreover, WCB data is not kept on people returning to work following work-related injury. Indeed, WCB data sheds little light on the transition of people with disabilities to the labour market for the first time and on those seeking to return to work after sustaining a work-related disability that involves job loss.

Statistical data compiled by the Canadian Association for Cooperative Education through a survey of Canadian colleges and universities could conceivably provide some insight into work placements involving people with disabilities. At the time of writing this report, however, comprehensive and reliable data were not available on the numbers of students with disabilities involved in work placements and jobs resulting from such placements. Education statistics compiled by various government departments may, in some instances, indicate the number of students with disabilities and enrolled in schools, but usually do not provide the level of detail that would yield insight into post-school activities, such as movement to further education/training or to the labour force. Individual community organizations involved with labour market and disability issues in some instances keep data on their clients. However, that information relates only to the clients of those organizations and has not been systematically organized. Obtaining and making

generalizations on the basis of such information presents challenges of the first order to researchers.

In contrast, the Health and Activity Limitation Survey (HALS) has the advantage of providing a wealth of insight into disability-related factors, as well as into the general demographic characteristics of people with disabilities active in the labour market. A major limitation of this data is that, unlike LMAS, it provides only a "still snapshot" rather than a "video" of labour market activity. That is, because HALS is not a longitudinal survey it cannot be easily used to determine whether individuals have been involved in labour market transitions. Moreover, where the presence of transitions is suggested in HALS, it is often impossible to determine exactly the nature of those transitions, how long they lasted, and what their ultimate outcome was. As well, HALS is conducted in conjunction with the Census, and is released several years after the Census data is released. HALS is thus somewhat less timely a source of data than would be preferable.

Despite the limitations of HALS, that data (1986) was used as a statistical source for much of this report.⁷ Considerations guiding that decision included HALS' convenience of use and the assumption that many of the general patterns that are detectable in HALS have not drastically altered -- at least, not for the better -- in the past six years. Only working age persons (aged 15 - 65) living in private households are included in the analysis.

A variable was derived from HALS that presents a much more conservative picture of labour market transitions than does LMAS. Respondents were identified as making a positive transition to "more work" or to "less work". People making the transition to

⁷A literature review on the transitions of students with disabilities from school to work was also conducted, and interview data gathered in the process of The Roeher Institute's recent study, *On Target?* (1992) was consulted as well.

"more work" are those who were not employed in 1985 but who had jobs when the 1986 Census was conducted, as well as people who were working part time (less than 30 hours a week) for some or all of 1985 but were working 30 hours or more during the 1986 reference week. People making a transition to less work were those who had jobs in 1985 who were either unemployed or not in the labour force as of the 1986 Census, and those who were working full time for all or part of 1985 who were working less than 30 hours during the reference week. "Others" are those for whom no clear transition can be identified, although many of these people no doubt did experience a labour market transition of one kind or another (i.e. from one full time job to another with a different employer or with the same employer, from one part time job to another with the same or with a different employer, from a full time job to unemployment back to full-time employment, from outside the labour force to active job-seeking, from active job-seeking to dropping outside the labour force, and so on). Appendix 3 provides more detail on how variable was derived from the HALS data.

II. A DEMOGRAPHIC PROFILE OF PEOPLE WITH DISABILITIES MAKING TRANSITIONS WITHIN THE CANADIAN LABOUR MARKET

This section looks at the demographic characteristics of people with disabilities involved in labour market transitions. Where possible, it draws comparisons with non-disabled Canadians. The discussion looks at the relationship between transitions and factors such as the nature and extent of disability, age, geography/region, gender, earnings, marital status, education and training, occupations, and utilization of disability-related income support/replacement. The discussion also looks at the relationship between transitions and disability-related "success factors" that have been identified in other research⁸ as making a positive contribution to the employment of people with disabilities.

A comment should be made at this point about the method used for most of the statistical analysis. Because of the conservative nature of the HALS variable that was derived to look at people with disabilities making transitions, that variable likely yields a conservative picture of the absolute number of people making transitions. Thus, tables that show the incidence (per cent) of people in a given group (e.g. province or age group) in transition is probably lower than all those who actually made transitions but who could not be identified as such. Thus, tables that present the incidence of transition for various groups of people have been used sparingly throughout this report. Instead the report generally presents the statistical data in terms of distributions. That is, the tables often show how working age people with and without disabilities distribute as broad groups across factors such as age, gender, education level and so on. Similar distributions are also presented for people making transitions to more work, to less work, or who cannot be

⁸The Roeher Institute, *On Target?*

identified as involved in a transition. If a given factor, such as age, has no bearing on whether people with disabilities make a transition to more work, then one would expect the distribution pattern for those making this kind of transitions to be identical with or very similar to the age distribution for the disabled population as a whole. However, if (for example) young adults are "over-represented" among those in transition to more work -- that is, a greater proportion of young adults are found among those making transitions to more work than among the disabled population as a whole -- then one can reasonably conclude that age, or factors associated with age, is related in a meaningful way to why people make this kind of transition. The distribution for the group as a whole (e.g. disabled or non-disabled) serves as a "bench mark" to guide the analysis and to help pinpoint the factors that are associated with transitions.

1. Transitions and the Extent and Nature of Disability

Table 1 shows that people with disabilities are more likely than non-disabled adults to be involved in some form of labour market transition in a given year, and are about one and one half times as likely to undergo a transition to less work. As discussed above, such measures of incidence should be treated with some caution. However, it would be difficult to account for such significant differences between people with and without disabilities if disability was unrelated to why people make transitions to less work.

In part this finding reflects the fact that in any given year a considerable number of people sustain activity limitations because of disability, which in turn affects their ability to remain on the job or to maintain the level of work activity they had been able to exercise before becoming activity-limited. For example, among working age Canadians with disabilities, 10.7 per cent became limited in their activities within the past year because of disability. Among those making a transition to less

work, 15.2 per cent sustained an activity limitation in the past year.

People with disabilities involved in transitions to more work are much more likely (50.3 per cent) than their non-disabled counterparts (38.4 per cent) to have left situations in which they were unsuccessful job-seekers or inactive in the labour force for at least an entire year prior to their transition.

Text Table 1 shows that those most likely to be experiencing some form of labour market transition are persons with disabilities that Statistics Canada classifies as "mild". This is probably due in large part to a basic demographic feature of the labour market concerning people with disabilities: people with mild disabilities are more strongly represented (63.4 per cent) among those with disabilities and jobs than are people with mild disabilities among working age adults more generally (51.6 per cent).⁹ Because people with mild disabilities are comparatively well represented among people with disabilities in the active labour market, they are more susceptible than others to various kinds of transition.

TEXT TABLE 1. SEVERITY OF DISABILITY AMONG PERSONS IN TRANSITION

	TOTAL	OTHERS	MORE WK	LESS WK
-----	-----	-----	-----	-----
TOTAL	100.0	100.0	100.0	100.0
MILD	51.6	49.6	54.0	56.0
MODERATE	33.1	33.7	34.7	31.1
SEVERE	15.3	16.7	11.3	12.9

In terms of the specific types of disabilities found among those in transition, Text Table 2 shows that persons with disabilities principally¹⁰ in the area of flexibility (agility)

⁹People with severe disabilities are seriously under-represented in jobs (6.5 per cent of all workers with disabilities, as compared with 15.3 per cent of those with disabilities more generally).

¹⁰That is, they have disabilities that fall into only one of the broad classifications of disability shown on the table, with the exception of people classified as having multiple disabilities that cross "several" of the broad classes of disability.

are over-represented among those making a transition to less work, as are people with disabilities in the psychological / cognitive area. People with disabilities in the area of flexibility (agility) are under-represented among those making the transition to more work, as are people with hearing difficulties.

TEXT TABLE 2. DISTRIBUTION OF ADULTS ACCORDING TO PRINCIPLE KIND OF DISABILITY, BY TYPE OF TRANSITION.

	TOTAL	OTHERS	MORE WK	LESS WK
TOTAL	100.0	100.0	100.0	100.0
MOBILITY	12.2	12.1	12.9	12.3
FLEXIBILITY	6.9	6.4	5.7	8.4
SEEING	1.8	1.8	1.2	1.8
HEARING	8.8	9.1	6.3	8.8
SPEAKING	0.2	0.3	0.4	0.1
PSYCH./COGNIT.	6.6	6.0	6.7	8.0
SEVERAL	55.0	56.5	57.1	51.0
UNKNOWN	8.4	7.8	9.7	9.6

2. Transitions and Age

People with and without disabilities most likely to be experiencing some form of labour market transition are young adults aged between 15 and 25 (Table 2). This pattern is no doubt due in large measure to: the high proportion of people this age shifting from high school and post-secondary studies to the labour market for the first time or returning to studies following a spell of employment; the temporary nature of the work often found by persons this age; and the often experimental attitude of young persons still not settled on an occupational path. Older persons are more likely than others to be outside the labour market for an extended duration, thus leaving them thus less susceptible than others to labour market transitions of any kind. Regardless of age, people with disabilities are much more likely than their non-disabled counterparts to undergo transitions to less work (Text Table 3). Also worth noting is the

susceptibility to transition of people with disabilities between 25 and 40 (Table 2 and Text Table 3).

TEXT TABLE 3. INCIDENCE OF TRANSITION EXPERIENCED BY DISABLED AND NON-DISABLED ADULTS, BY AGE

	TOTAL	OTHERS	MORE WK	LESS WK

NOT DISABLED				
TOTAL	100.0	74.5	8.0	17.5
15 - 24	100.0	64.2	13.1	22.8
25 - 39	100.0	76.0	6.9	17.1
40 - 54	100.0	80.5	5.9	13.6
55 - 64	100.0	79.8	4.8	15.5
DISABLED				
TOTAL	100.0	66.6	6.6	26.8
15 - 24	100.0	56.1	9.6	34.2
25 - 39	100.0	62.4	8.5	29.1
40 - 54	100.0	67.5	6.7	25.8
55 - 64	100.0	72.1	4.2	23.7

3. Transitions and Geography

The provinces that have more than their share¹¹ of non-disabled persons making positive labour market transitions are New Brunswick, Manitoba, Saskatchewan, Alberta and British Columbia. The same provinces have a higher than usual share of people with disabilities and making positive transitions, as does Nova Scotia (Table 3). However, it should also be pointed out that Alberta and BC also have a high share of people making transitions to less work. That is, the labour market in these provinces is particularly susceptible to flux of various kinds, for people with and without disabilities.

Text Table 4 shows that non-disabled adults living in rural areas are most likely to be making transitions, both to more and to less work. Whether people with disabilities live in major urban centres, other urban areas or rural areas does not seem to

¹¹i.e. the provincial share of those making positive transitions (to more work) is greater than the province's share of the (Total) population.

have a significant bearing on whether they make transitions to more work. However, people with disabilities and making the transition to less work are slightly over-represented in the major urban centres (Montreal, Toronto, Vancouver) and under-represented in rural areas.

TEXT TABLE 4. DISTRIBUTION OF THE WORKING AGE POPULATION IN TRANSITION, BY CENSUS AREA

	TOTAL	OTHERS	MORE WK	LESS WK
NOT DISABLED	100.0	100.0	100.0	100.0
RURAL	21.3	20.5	22.5	23.9
CITY < 1 MILLION	46.5	46.4	46.8	46.9
CITY + 1 MILLION	32.2	33.1	30.7	29.2
DISABLED	100.0	100.0	100.0	100.0
RURAL	23.1	23.7	23.6	21.4
CITY < 1 MILLION	50.0	50.0	49.9	50.1
CITY + 1 MILLION	26.9	26.3	26.5	28.5

4. Transitions and Gender

Text Table 5 shows that non-disabled women are slightly more likely than men to be involved in transitions both to more and to less work. Among people with disabilities the reverse is true, with men being more likely to experience transitions -- particularly to less work.

TEXT TABLE 5. DISTRIBUTION OF WORKING AGE POPULATION IN TRANSITION, BY GENDER

	TOTAL	OTHERS	MORE WK	LESS WK
NOT DISAB	100.0	100.0	100.0	100.0
FEMALE	50.3	48.9	56.2	53.9
MALE	49.7	51.1	43.8	46.1
DISABLED	100.0	100.0	100.0	100.0
FEMALE	49.7	52.2	48.1	44.0
MALE	50.3	47.8	51.9	56.0

5. Transitions and Earnings

Text Table 6 shows that people experiencing labour market transitions are more likely to be involved in jobs that provide

earnings in the lowest 20 per cent of the earnings scale (about \$10,000 or less in 1985-86).¹² Of some interest is the finding that people with disabilities and involved in transitions are less likely than their non-disabled counterparts to have earnings in this very low range. People with disabilities and making the transition to less work are also more likely than non-disabled workers to be involved in jobs that provide earnings between \$25,000 and \$35,000. Moreover, among those for whom no transition can be identified on the basis of HALS, persons with and without disabilities have earnings that are roughly equivalent.

TEXT TABLE 6. DISTRIBUTION OF WORKING AGE CANADIANS (EARNERS ONLY) BY EARNINGS RANGE AND BY TYPE OF TRANSITION

	TOTAL	OTHERS	MORE WK	LESS WK
NOT DISABLED	100.0	100.0	100.0	100.0
1 - 9999	35.4	24.9	65.5	60.7
10000 - 24999	35.0	38.6	28.4	25.2
25000 - 34999	16.0	19.6	4.1	7.9
35000 +	13.6	17.0	2.0	6.1
DISABLED	100.0	100.0	100.0	100.0
1 - 9999	38.9	24.5	60.2	52.4
10000 - 24999	33.5	38.4	30.6	28.3
25000 - 34999	16.4	21.1	4.7	12.8
35000 +	11.2	16.0	4.6	6.5

Regardless of whether women have disabilities or are involved in labour market transitions, they are consistently more likely than men to be involved in jobs that pay in the lowest fifth of the earnings range (Table 4). However, where non-disabled women are slightly more likely than men to be involved in transitions to more work in jobs that pay \$10,000 or better, the reverse is true among people with disabilities. Here, men are more likely to be making such transitions. Why this is the case is not immediately clear.

¹²Only people with earnings are represented in the table.

6. Transitions and Marital Status

Regardless of disability, single persons are most likely to be involved in labour market transitions, particularly transitions to more work (Text Table 7). An interesting detail is the finding that, unlike their non-disabled counterparts, single workers with disabilities are not highly over-represented among people with disabilities making transitions to less work. Overall it would appear that marital status has a less significant relationship to the labour market mobility of people with disabilities than it has for workers without disabilities.

TEXT TABLE 7. MARITAL STATUS OF PERSONS INVOLVED IN TRANSITIONS

	TOTAL	MARRIED	SINGLE	OTHER*

NOT DISABLED				
TOTAL	100.0	61.5	30.9	7.6
OTHERS	100.0	64.3	27.9	7.8
MORE WK	100.0	47.5	44.9	7.6
LESS WK	100.0	56.0	37.0	6.9
DISABLED				
TOTAL	100.0	62.0	21.8	16.2
OTHERS	100.0	62.8	19.8	17.4
MORE WK	100.0	54.1	30.0	15.8
LESS WK	100.0	62.2	24.7	13.1

* The "other" marital state includes persons who are either separated, divorced or widowed.

7. Transitions, Education and Training

Text Table 8 shows that persons who do not have disabilities and who are high school graduates, or have completed some post-secondary education or have obtained a post-secondary certificate or diploma are well represented among those making the transition to more work. This generally confirms the view that education level can have a strong bearing on opportunities for positive transitions within the labour market. People who do not have disabilities and who have completed only some high school, or who have begun but not completed a post-secondary program of studies,

are strongly represented among those undergoing a transition to less work, again lending support to the same conclusion.

Among people with disabilities, however, a different pattern emerges. Here, those who are better represented than usual among people in transitions to more work are those who have completed only some high school, or who have graduated high school, or who have received a trades certificate. University graduates with disabilities are also slightly more strongly represented among people making transitions to more work than they are within the disabled population generally. To some degree these findings throw into question how far truisms, about the Canadian labour market's insatiable need for skilled workers, are borne out by the experience of people with disabilities. Indeed, reasonably well educated people with disabilities -- those who are high school graduates, or who have completed some post-secondary education, or who have obtained a post-secondary diploma, a trades certificate or a university degree -- are over-represented among people with disabilities making transitions to less work, unlike the situation among non-disabled persons making similar transitions. By the same token, the findings support the importance of people with disabilities obtaining at least a high school graduation certificate, and of gaining access to trades and university programs.

These finding should not be interpreted as meaning education is less important or beneficial to people with disabilities than to non-disabled persons. Instead the findings suggest that other factors -- such as lack of support, labour market discrimination, the temporary or entry-level jobs that are often the only jobs people with disabilities can access, recent onset of disability and the serious problems this can involve, type of disability, and so on -- intervene to offset the importance of education as a single factor behind success in the labour market. The findings do raise an unsettling question, however, one that would take this report beyond its present scope: if education level is

critical to opportunities in the labour market, why are well educated people with disabilities so strongly represented among those making transitions to less work?

TEXT TABLE 8 . DISTRIBUTION OF WORKING AGE CANADIANS BY EDUCATION AND TYPE OF TRANSITION

NOT DISABLED

	TOTAL	OTHERS	MORE WK	LESS WK
TOTAL	100.0	100.0	100.0	100.0
Primary Only	11.2	11.6	8.4	10.8
Some High School	26.9	26.6	26.6	28.5
High School Grad.	14.0	13.9	14.9	14.2
Trades Certificate	10.8	11.1	9.3	10.0
Some post-secondary	12.2	11.3	17.7	13.2
Post-sec. cert./dipl.	14.2	14.2	15.3	13.7
University Degree	10.8	11.4	7.9	9.6
	15,231,450	11,340,840	1,221,310	2,669,300

DISABLED

TOTAL	100.0	100.0	100.0	100.0
Primary Only	28.9	31.5	20.4	24.5
Some High School	27.8	27.6	29.1	27.9
High School Grad.	9.4	8.5	16.1	10.0
Trades Certificate	10.3	9.6	12.7	11.4
Some post-secondary	8.6	7.7	8.3	10.7
Post-sec. cert./dipl.	9.9	10.1	7.7	10.1
University Degree	5.2	5.0	5.8	5.3
	1,767,640	1,176,630	117,150	473,860

Among non-disabled young adults (aged between 15 and 25), those most likely to have made a transition to more work are people with high school diplomas or better (Table 5). The young adults with disabilities most strongly represented among those making transitions to more work are high school graduates and those who have received post-secondary certificates or diplomas. Those with trades certificates, or with only some post-secondary education or with university degrees are under-represented among young adults with disabilities making transitions to more work.

These findings, taken together with those discussed above on education and the entire working age population of adults with disabilities, suggest several conclusions. First, age seems to be

a factor behind why people with disabilities as a whole and with trades certificates / university degrees are comparatively well represented among those in transition to more work. Young adults fare less well in this regard than the entire working age population with disabilities. Thus, some combination of labour force and personal experience that comes with age, in conjunction with trades / university training, probably combine to better the chances of people with disabilities to make positive transitions. Second, if it seems clearly to the advantage of young adults with disabilities to try to obtain at least a post-secondary certificate or diploma, it would also seem to their advantage to continue their education by pursuing university studies throughout the course of their adult life.

The somewhat ambiguous relationship between training and education and positive labour market transitions for people with disabilities again surfaces upon examination of those who have undertaken training. Active job-seekers with disabilities who have experienced a transition to more work (i.e. they recently made a positive transition to more work, despite the fact that they are currently looking for work) are actually less likely than those who have undergone a transition to less work to have ever taken a course to improve their chances of getting a job (Table 6). However, when a similar question is asked of people who acquired their disability before completing their formal education¹³ the reverse is true. Here, those who have recently experienced a transition to more work are more likely than others to have returned to school at some point in their lives for re-training. Again, these findings should not be interpreted as meaning that access to training is of questionable importance or

¹³The latter make up a larger group of people. They are, as a group, considerably less extensively disabled than the active job seekers and include not only job-seekers but people with jobs and those who have dropped out of the labour market.

benefit to people with disabilities.¹⁴ The findings do, however, suggest that access to training does not by itself guarantee success in the labour market.

Text Table 9 shows that there are notable differences in terms of current participation in education among young adults (15 to 24) with disabilities, depending on whether they have undergone a labour market transition. As anticipated, those involved in transitions are less likely than others to be participants in any type of schooling -- because they are more likely to be involved full-time in the labour market (either currently or in the recent past). Those who have recently undergone a transition to more work are much more likely than those making transitions to less work or not experiencing transitions to be participants in educational arrangements "other" than community college, CEGEP, technical schools and university. While HALS is silent on this matter, it might reasonably be conjectured that these persons are involved in some type of private educational arrangement, such as business colleges and private training institutes. The over-representation of university and teachers college students in transition to less work would reflect to some degree the usual return to studies following a brief spell of employment during one of the education season's breaks.

¹⁴Sub-section 11d of this part of the report shows that people with disabilities who made transitions to more work and who were still employed (in mainstream jobs) at the time of the 1986 Census were much more likely than those making transitions to less work to have returned to school for training/re-training at some point in their lives.

TEXT TABLE 9. DISTRIBUTION OF YOUNG ADULTS WITH DISABILITIES (15 - 24) BY TYPE OF PRESENT EDUCATIONAL PARTICIPATION BY TYPE OF TRANSITION

				REG. PRIM./ SEC. SCH	COMM. COLL./ CEGEP/ TECH. INST.	UNVRSTY/ TEACHERS COLLEGE	
	TOTAL	NOT IN SCHOOL	SPECL SCHOOL				OTHER
TOTAL	100.0	56.0	5.3	27.5	6.6	2.3	2.3
OTHERS	100.0	52.3	7.4	32.0	6.6	0.6	1.1
MORE WK	100.0	57.2	1.1	21.1	6.6	2.5	11.4
LESS WK	100.0	61.8	2.9	21.9	6.7	5.1	1.6

Table 7 shows that almost all (97.5 per cent) of regular primary or high school students with disabilities making the transition to more work are students involved exclusively in regular classes. Students taking a combination of regular and special classes are over-represented among those making transitions to less work. Students taking special classes only are over-represented among those who cannot be identified as undergoing a transition and who are thus less likely than others to be actively involved in the labour market. These findings suggest strongly that, of these educational delivery options, fully integrated schooling offers the best hope to youth with disabilities who are looking to make positive labour market transitions.¹⁵

8. Transitions and Occupational Category

Table 8 shows the occupational distribution of people involved in labour market transitions. For people with and without disabilities, clerical, sales, service, and manual jobs are ones that account for a high share of people making transitions both to more and to less work. Professional and semi-professional jobs are ones in which people with and without disabilities are well represented among those in transition to

¹⁵The same is found when the statistical analysis looks only students with severe and moderate disabilities -- those most likely to be involved in special classes.

more work. Semi-skilled jobs have higher than usual levels of people with disabilities making transitions to more work. Foremen/women jobs account for a comparatively high share of people with disabilities making the transition to less work.

Adults without disabilities and in transition are much less likely than other non-disabled adults to have an occupation that is "not stated". This contrasts sharply with people with disabilities, among whom a consistently high proportion have an unstated occupation, regardless of their transition status. However, it should also be pointed out that adults with disabilities and making transitions to more work are more likely than others with disabilities to have a clearly defined occupation of some description.¹⁶ If nothing else this underscores the importance of having a clear idea about how one can participate and make a contribution within the labour force, a clarity that is evidently more difficult for people with disabilities to arrive at.

9. Transitions and Disability-Related Income Support/Replacement

The type of disability-related income support/replacement system to which individuals are attached is associated with labour market transitions. As would be expected, recipients of Workers' Compensation and Unemployment Insurance Sickness Benefits are comparatively strongly represented among those making transitions to less and to more work (Text Table 10). People claim these benefits precisely because they are unable to sustain their involvement on the job following the onset of disability or complications arising from disability, and many subsequently return to work. A similar pattern of flux also seems to hold for claimants of auto and private disability insurance. In contrast, people receiving disability benefits under the

¹⁶That is, they are not as likely to not state their occupation or to have an occupational background that is difficult to explain clearly.

Canada/Quebec Pension Plan or provincial social assistance programs are under-represented among those in transition. In part this pattern stems from the eligibility criteria that in many instances regulate access to such benefits: individuals are often required to be designated as "unemployable" in order to qualify for benefits and must avoid involvement in the labour market if they hope to retain their benefits. As well, many recipients of these benefits have been out of the labour market for a considerable period of time for other reasons (including comparatively high degree of disability), and are thus less likely than others to be found among those making transitions.

TEXT TABLE 10. DISTRIBUTION OF DISABILITY-RELATED INCOME SUPPORT RECIPIENTS (PRINCIPLE SOURCES) BY TYPE OF TRANSITION *

	TOTAL	OTHERS	MORE WK	LESS WK
TOTAL	100.0	100.0	100.0	100.0
CPP/QPP	25.5	28.5	22.7	18.9
WCB	19.7	16.5	20.5	27.0
UI SICK BENEFITS	2.2	1.3	3.1	4.1
PROV. AUTO INSURANCE	1.1	0.7	1.9	1.9
PRIVATE DISAB. INS.	5.4	3.4	6.2	9.9
WELFARE/SOCIAL ASSIST.	18.7	21.7	17.0	12.3
OTHER (NON VETS)	7.8	8.1	8.1	7.0
SEVERAL	19.6	19.8	20.4	18.9

* Those who indicated being in receipt of disability pensions or benefits, but who did not answer the question on the source (s) of their pensions or benefits, are not represented in this table. Excepting for those classified as receiving benefits from "several" sources, the table represents the situation for people receiving pensions/benefits from a singular source only.

10. Transitions and Current Labour Force Status

A very high proportion (90.8 per cent) of people without disabilities who underwent a transition to more work were still employed at the time HALS was conducted (Table 9). While the majority of those with disabilities and involved in transitions to more work were also still employed (or had become re-employed), the proportion is much lower (59.2 per cent). Job retention of people with disabilities in transition to jobs is thus very much an issue. Roughly the same proportion of workers

without disabilities (34.3 per cent) as workers with disabilities (36.6 per cent) making transitions to less work were employed at the time HALS was conducted. However, workers without disabilities and in transition to less work were much more likely (35.4 per cent) than their counterparts with disabilities (16.7 per cent) to be active job seekers. Nearly half (45.4 per cent) of workers with disabilities making the transition to less work were outside the labour force at the time of HALS, whereas this was the case for only 30.3 per cent of non-disabled workers making similar transitions.

11. Transitions and Disability-Related Support for Mainstream Employment

The Roeher Institute's recent report, *On Target?*, outlines a number of factors that help make it possible for people with disabilities and who would normally face significant disadvantages in the labour market to have well-paid jobs.¹⁷ The following is known about these people, identified in *On Target?* as "success stories":

- o They are less likely than others to have faced labour market discrimination based on disability.
- o They are comparatively well informed about their human rights.
- o They are more likely than others to be involved in jobs where employment equity provisions are in place.
- o Workplace accommodations are more likely to have been made for them than for many others.

¹⁷Nearly 88,000 individuals, with moderate or severe disabilities lasting three years or longer, were at the time of HALS employed and taking home the median Canadian earnings or better. The severity and duration of their disabilities would typically have put them at a significant disadvantage in the labour market.

- o They are more likely than others to have access to community support services and are less likely to be receiving no support at all.
- o They have comparatively good access to assistive devices.
- o They are comparatively well educated.
- o They are more likely than others to be in jobs where on-the-job training is provided.
- o They are more likely than others to be using rehabilitation services.
- o While they are more likely than many others to have relied on the income support system, they have not been discouraged as a result of this reliance from integrating into the paid labour force.¹⁸

In other words, the conditions that need to be in place to enable participation in the labour market and to earn good wages are likely to be in place for those who are successfully employed.

Moreover, for these people the conditions that enable them to participate seem to be organized in ways more flexible and less restrictive than for others with disabilities. That is, success stories are not as likely as many others to have been forced to barter away the desire to work, their human rights and their other freedoms in exchange for access to the disability-related goods and services that should facilitate employment but that actually prevent many from having jobs.

However, success stories are an exception, not the rule. They make up only about 5 per cent of all working age people with disabilities and only about 12 per cent of all those with disabilities and jobs.

Do the "success factors" that contribute to success stories described above play a role in enabling people with disabilities make positive labour market transitions? As the following

¹⁸The Roeher Institute, *On Target?* Chapter 9 *passim*.

discussion shows, the positive relationship between success factors and transitions to more work is somewhat less evident than is the case for "success stories", who tend to have a fairly stable job situation. However, success factors do in many instances play a constructive role. Where individuals are described in the following sub-sections as employed in mainstream jobs, this means that those involved in sheltered or enclave work have not been included in the analysis.

a. Non-discriminatory Labour Market Practice

Technically, job refusal solely on the basis of disability can be construed as discriminatory labour market practice in that job refusal on that basis is prohibited under federal and provincial Canadian human rights statutes. It was mentioned above that success stories are less likely than many others to indicate they have been refused a job recently specifically because of their disability -- to perceive that they have been discriminated against. It seems reasonable to conclude that not facing job refusal because of disability means having to deal with one less barrier in the effort to participate in the labour market, and that being spared having to deal with this experience is itself a positive support to participation.

In contrast, people with disabilities and mainstream jobs and who have recently experienced a labour market transition are **more** likely than others to have been refused employment sometime during the past five years due to their disability (Table 10).¹⁹ Those who have recently undergone a transition to more work are particularly likely to have experienced job refusal. The latter finding may be due in part to the high probability that

¹⁹The same general pattern prevails when the situation is examined among all those who were asked questions about job refusal in HALS. This includes people who were employed, actively looking for work, or not in the labour force but not completely prevented from working due to disability.

many of these people were active job-seekers in the recent past, the labour force state in which discriminatory job refusal is most widely experienced.

However, if people making positive transitions are more likely to encounter job-refusal, they are also more likely (46.8 per cent) than people making the transition to less work (42.6 per cent) to know where to go to get information on their rights in the event of job-refusal. This suggests knowledge about what to do in the event of labour market discrimination can help in overcoming or resisting job-refusal on the basis of disability.

b. Accommodations on the Job

The measures that employers implement to assure the participation of people with disabilities in the workplace can, like a number of other factors, affect people's ability to enter and remain on the job.²⁰ Of some interest is the fact that individuals in transition to more work in mainstream jobs are unlikely to indicate that they require job accommodations such as help from someone on the job, modified hours or duties, or special parking, equipment or architectural arrangements (Text Table 11).

TEXT TABLE 11. DISTRIBUTION OF PEOPLE WITH DISABILITIES IN MAINSTREAM JOBS, BY TYPE OF TRANSITION AND WHETHER JOB ACCOMMODATIONS ARE REQUIRED/PROVIDED

	TOTAL	ACCOMMODATED		NOT ACCOMMODATED	
		OKAY	MORE REQ'D	ACC'S NEEDED	OKAY
TOTAL	100.0	6.5	0.3	3.5	89.7
OTHERS	100.0	7.2	0.3	3.1	89.4
MORE WK	100.0	2.2	0.1	3.6	94.1
LESS WK	100.0	6.2	0.3	4.7	88.9

This finding suggests that the labour market is simply structured in ways that make it difficult for those who require

²⁰The Roeher Institute, *Ibid.*

accommodations to be involved in transitions to employment or to more hours of work. Indeed, those most likely to indicate that they have been adequately accommodated on the job²¹ are people who cannot be identified as recently undergoing a labour market transition.

It is difficult on the basis of HALS data to show the degree to which individuals are kept out of the labour force or are under-employed because of inadequate accommodations in the workplace. Some data are suggestive, however. For example, of 57,720 employed Canadians with disabilities who visit physicians or medical doctors six or more times in a three month period, only 5.7% get modified hours or days on the job. Of 17,940 employed persons who participate in rehabilitation services eleven or more times over a three month period, only 2.5% get modified hours or days on the job. Of 46,720 employed persons whose education was interrupted for long periods because of their condition, only 1.5% get modified or different duties on the job. Of 17,670 employed persons who require assistance with personal care needs²², only 7.3% get "help from someone" at work. Of 26,200 employed persons who require some form of architectural modifications or special parking arrangements at home, only 8.6% have these available to them in the workplace. Of 165,270 employed persons who use or do not use but require aids or devices, only 3.9% have special equipment available to them on the job.

While these data are impressionistic, they do suggest that the workplace is generally not an environment that makes allowances for the kinds of disability-related needs and issues that many people face. The labour market thus makes it difficult for those who do require job accommodations to make successful

²¹i.e. people receiving accommodations who indicate that no further accommodations are required.

²²i.e. assistance with grooming, using the toilet, etc.

transitions to more work. Moreover, those making transitions to less work are more likely than others to indicate that needed accommodations are not being provided. That finding in turn suggests that adequate accommodations can help reduce the likelihood of transitions to less work.

c. Affirmative Action / Employment Equity

If success stories are more likely than others to be in jobs where programs have been established to increase the employment of people with disabilities, the same is not so clearly the case for people in transition. Those in transition to more work are about as likely as those not in transition to be in jobs where such programs have been implemented (Table 11). However, those in transition to less work are not as likely to be in such work situations. This finding suggests that, if affirmative action/employment equity provisions are playing a limited role in facilitating positive labour market transitions, the absence of these programs may leave the door open wider than it needs to be for people to experience negative transitions. That is, employment equity/affirmative action programs may play a role in generating an organizational culture within the workplace that helps to promote the job-retention of workers who become disabled as a result of work or other factors.

d. On-the-Job and Other Training

It stands to reason that those who need and have access to training on the job have a greater likelihood than others of holding onto their jobs once employment has been obtained. Those involved in transitions are generally less likely than other employed people to be in job situations where on-the-job training is provided (Table 12). This may be due in part to the reluctance of employers to hire or promote people with disabilities attempting to make the transition to more work if this would mean that on-the-job training must be provided. It

could also mean that people become susceptible to transitions to less work precisely because on-the-job training is not available. In any event, those making the transition to more work are more likely than people in transition to less work to be in workplaces where such training is available. This suggests that on-the-job training plays a role in supporting positive labour market transitions.

Moreover, people involved in transitions that result in mainstream jobs are nearly twice as likely (30.8 per cent) as those making a transition to less work (18 per cent) to have returned to school at some point in their lives for training or re-training.²³

e. Personal Support

On Target?²⁴ shows that having access to personal support from others to assist with daily living activities can make an important difference in terms of whether or not people with disabilities have jobs. Where those supports are in place, individuals are more able to manage their lives and are less susceptible to the personal disruptions that can affect their participation in the labour market.

In Canada, most people with disabilities and jobs do not require personal supports. This is because the labour market tends to exclude those with activity limitations and significant disabilities that in turn render individuals reliant on the support of others. It is hardly surprising, then, that the majority of people in transitions that end in work or more work

²³Only persons who responded to the general HALS question on training (E20-H) are included, here. This group does not include a large number of people who became disabled sometime after completing their formal education. Unfortunately, there are no other 1986 HALS data on the training of this latter group of people if they happen to have jobs.

²⁴The Roeher Institute, *Ibid.* See Chapter 5, which also provides a brief discussion of how a variable was derived to identify people requiring/receiving personal support with daily living activities.

do not require personal supports either (Table 13). Unusual about employed persons recently undergoing transitions, however, is that they are more likely than others with mainstream jobs to require personal supports. They are also more likely than other employed people to be receiving adequate levels of support. This suggests that having access to needed supports helps facilitate favourable labour market transitions.

f. Disability-related Aids and Devices

Mechanical aids and devices to assist with seeing, hearing, mobility and flexibility can have a critical bearing on the labour force status of people with disabilities.²⁵ In much the same way as people who require job accommodations are unlikely to be involved in transitions, those who require disability-related aids or devices are unlikely to be employed or involved in labour market transitions either (Table 14). However, those making transitions to less work are more likely than others to indicate that they have aids/device needs that are not being adequately met. This finding suggests that having access to needed aids/devices can, if not as a single factor facilitate positive transitions, at least reduce the likelihood of transitions to less work.

g. Rehabilitation

It is important not to overstate the importance of rehabilitation services. Many people with disabilities have found the "rehabilitation industry" in Canada problematic and not particularly helpful in enabling integration / re-integration into the workforce. While the nature and quality of the services have been problematic for some, for others the delivery arrangements can hamper labour market integration /

²⁵The Roeher Institute, *Ibid.*

reintegration. Text Table 12 shows that, among those who have used rehabilitation services sometime in the 3 months before HALS, and who received income support from various programs (1985), the proportions involved in mainstream jobs vary considerably and in many instances are low -- particularly for persons who have used these services and who received C/QPP disability benefits or disability benefits under welfare programming.

TEXT TABLE 12. PROPORTION OF PEOPLE WHO HAVE USED REHAB. SERVICES IN PAST 3 MONTHS WHO ARE EMPLOYED IN MAINSTREAM JOBS, BY SELECT (PRINCIPLE) SOURCES OF INCOME SUPPORT *

	% EMP (MAINST)	T (100 %) =
ALL USING REHAB	39.6	105,020
C/QPP	5.2	5,200
WCB	47.3	8,980
PRIVATE DISAB. INS.	26.4	2,750
WELFARE/SOCIAL ASSIST.	8.9	3,320
SEVERAL	16.8	7,030
NO PENSION/BENEFITS	46.2	73,190

* With the exception of those receiving income from "several" sources, the table represents the situation for individuals claiming a given benefit as their sole source of income support. Users of rehabilitation services who received exclusively UI Sickness Benefits, auto insurance benefits or benefits from unspecified sources have not been included because of the very small total numbers of people in such situations.

Despite the problems, however, good rehabilitation services do exist and, for people with disabilities who need them, quality services can make the difference between working and not working.²⁶ Rehabilitation services are defined, here, as physiotherapy, occupational or speech therapy.

Generally speaking, people with jobs are unlikely to be using rehabilitation services. This is due in part to the fact that people with jobs tend to have only mild disabilities and are thus less likely than others to require rehabilitation services in the first instance. However, those in transition are more

²⁶Roeher Institute, *Ibid.*, Chapters 1 and 5.

likely than others to be accessing rehabilitation (Table 15). Here, access to rehabilitation may be an indicator of individuals' participation in programs designed to provide support during transitions, or (higher) levels of disability that in turn render some individuals more in need of rehabilitation and more susceptible to transitions. In any event, those making the transition to more work are more likely than others to have used rehabilitation services recently. This suggests that such services can, if effectively organized and delivered, be instrumental in supporting positive transitions.

In summary, if the same factors that help contribute to success stories are not quite so evidently involved in supporting people with disabilities through positive labour market transitions, statistical evidence does suggest that these factors nonetheless can play a constructive role. At the very least it would appear that employment equity / affirmative action programs can play a role in reducing the likelihood of undergoing a transition to less employment, as can having access to the disability-related aids and devices that are needed and adequate accommodations on the job. Having access to on-the-job training, other forms of training, the personal support required to manage daily living activities, rehabilitation services and information about human rights all play a positive role in enabling people with disabilities to make transitions to jobs or to more hours of work.

It is important to bear in mind that people with moderate and severe disabilities are seriously under-represented in jobs. No doubt, if more of these individuals had access to the success factors that are identified in *On Target?*, more would be making positive transitions to jobs and the importance of those success factors in supporting the transitions would be that much more evident.

III. FACILITATING POSITIVE LABOUR MARKET TRANSITIONS THROUGH PUBLIC POLICY AND PROGRAMS

In Canada, a complex policy and program framework exists to fund and implement specific interventions to address problems facing people with disabilities in the labour market. The components of the framework can be and are being used in efforts to enable people with disabilities to gain entry to the labour market, and to find and maintain rewarding jobs in keeping with their abilities, interests and needs. This framework is grounded in six perspectives on the problem of low participation by people with disabilities in the labour force. These are:

- 1) a recognition that *discriminatory labour-market practices* exist and can be remedied;
- 2) a recognition that people with disabilities face *disadvantages* in the labour market and that interventions can be made to remove these;
- 3) a recognition that *support services (including rehabilitation)* can enable individuals to overcome personal limitations which affect their activity in the labour market, or can enable individuals to participate despite those limitations;
- 4) a recognition that persons with disabilities do not have access to the *educational and training opportunities* that are important to employment and that these barriers can be removed or at least lowered;
- 5) a recognition that *counselling, placement, information and follow-up services* are essential to enable individuals to participate in the labour force;

- 6) a recognition that the often *contradictory eligibility criteria* of the income security system addressing disability discourages labour force participation.

In order to address these various aspects of the inadequate representation of people with disabilities in the Canadian labour force, governments at all levels have drawn upon a broad set of policies:

- o Human Rights Legislation
- o Employment Equity Legislation and Initiatives
- o The Canada Assistance Plan
- o The Vocational Rehabilitation of Disabled Persons Act
- o The Canadian Jobs Strategy and the Labour Force Development Strategy
- o Employability Enhancement Agreements for Social Assistance Recipients
- o Workers' Compensation Legislation
- o Provincial/Territorial Legislation and Programs for Education, Training, Support Services and Management of the Labour Market

The following discussion provides an overview of key public policy and program instruments on which Canadian governments have relied to facilitate the transition into jobs by people with disabilities. More detail on this policy and program framework is available in **On Target? Canada's Employment-Related Programs for People with Disabilities** (The Roeher Institute, 1992).

A. PROVISIONS FOR FACILITATING POSITIVE LABOUR MARKET TRANSITIONS THROUGH THE PREVENTION OF DISCRIMINATION

Prohibitions Against Discrimination

Discrimination can be defined as the unequal or unfair treatment of certain individuals or groups because they possess particular characteristics. Consumer advocacy groups and governments are increasingly recognizing that people with disabilities face discriminatory employment practices that affect their ability to gain access to and maintain jobs.

Human rights laws, and the policies and rulings established under them, play an essential role in defining discrimination in employment and in making visible how discriminatory practices operate. They define the duties and responsibilities of employers and unions in removing discriminatory practices, in redressing past discrimination, and in preventing discrimination in the future. The laws, policies and rulings also serve as critical tools for education and for raising awareness about roles and responsibilities. They provide a basis on which to design policies and programs to address discrimination and to accommodate persons with disabilities in the labour force. As such, human rights provisions can make it possible for people with disabilities to pursue their goals in the labour market, and help address the factors that make it difficult for them to do so.

The key features of the human rights framework in Canada that can support positive labour market transitions and help prevent the transitions that people with disabilities seek to avoid (e.g. job loss due to discrimination) are proscribed grounds of discrimination, the processes that have been implemented to address complaints and supply remedies, in some jurisdictions the duty to accommodate, and the power of human rights commissions to put in place affirmative action or

employment equity programs to increase the employment of persons with disabilities without contravening the human rights codes. The *Charter* is another important human rights instrument in that it protects affirmative action programs that redress the disadvantages people with disabilities have faced.

B. FACILITATING POSITIVE LABOUR MARKET TRANSITIONS BY ADDRESSING LABOUR MARKET DISADVANTAGE

Legislated and non-legislated employment equity measures have been implemented in Canada in recognition of the fact that people with disabilities have historically faced disadvantages in the labour market. These disadvantages render them as well as women, visible minorities and Aboriginal peoples disproportionately more likely than others to have difficulty moving into and maintaining jobs.

Human rights laws in Canada enable special programs to be established to achieve greater equality for people with disabilities in the labour force, and some commissions (e.g. Manitoba and Saskatchewan) have been empowered to assist employers to design and negotiate employment-related special programs. Other jurisdictions have developed criteria for evaluating and approving employment equity programs. Human rights boards and tribunals can order the imposition of such programs²⁷ for people with disabilities, although this power has not been used in practice.

The federal government and the government of Quebec have passed employment equity legislation that requires employers to

²⁷ See s.(41)(2) of the *Canadian Human Rights Act*; the *Manitoba Human Rights Code*, s.43(2); and the *Quebec Charter of Human Rights and Freedoms*, s.86(3). In the *Action travail des Femmes v. C.N.R. Co.* case, the Supreme Court of Canada ruled that the Tribunal did have the power to order an employment equity program to end systemic discrimination by addressing the consequences of past employment practices.

develop plans to increase employment equity in their workplace. Similar legislation is currently being considered in Ontario.

To date, employers have not been required to submit their employment equity plans to the government; nor are these plans enforced under the *Employment Equity Act*. To assist employers to prepare and implement employment equity plans and to meet the requirements of the Act, EIC has made employment equity consultants available through its provincial/territorial offices. While copies of the employment equity reports are forwarded to the Canadian Human Rights Commission, the Commission does not have an enforcement role in employment equity under the Act. Under Quebec's *Act to Secure the Handicapped in the Exercise of Their Rights*, employers with more than 50 employees, excluding the public service and Crown corporations, must submit a plan to the OPHQ for increasing the hiring of persons with disabilities. Section 92 of the Quebec *Charter* also states that the government must require its departments and agencies to implement affirmative action programs within a time frame it sets. To date the government has established mandatory affirmative action only for women.

The huge volume of goods and services purchased through federal, provincial and municipal government contracts render the contracts useful means of implementing employment equity provisions. The goal of the Federal Contractor's Program is to ensure that contractors who do business with the federal government achieve and maintain a workforce that adequately represents women, persons with disabilities, Aboriginal people and visible minorities. The program covers contractors with 100 or more employees who bid on federal government contracts of \$200,000 or more. Quebec adopted a contract compliance program targeting women, Aboriginal people and visible minorities. People with disabilities were seen to be covered under the Quebec employment-equity program outlined above. While no contract compliance program has been put in place in provinces like

Manitoba, the *Manitoba Human Rights Code* (s.56(1)) authorizes the implementation of such a program for parties entering into contracts with the provincial government, Crown agencies and local authorities. Contract compliance programs have also been implemented at the municipal level in a number of instances.

Initiatives to achieve employment equity in the public service at all levels of government have been implemented. The federal Treasury Board's Employment Equity Policy is one such program that covers the federal Public Service and federal agencies. It enables a variety of disability-related supports to be arranged through the Public Service Commission that can make it possible for individuals to work in the public service. Provincial and territorial governments have also instituted non-legislated employment equity programs -- which include people with disabilities as a target group -- for their respective civil or public services.

Public sector employment equity programs at all levels are voluntary and are constrained by departmental budgets and collective bargaining agreements. (Some programs have been negotiated with public sector unions that hire persons with disabilities for jobs not covered by the collective bargaining agreement. Enforcement of employment equity, however, has not been put into place.) A number of municipal governments have also implemented employment equity programs that mirror one or more of the measures used by provincial/territorial governments.

Some private sector employers have voluntarily implemented (i.e. outside of a legislated or contract compliance framework) employment equity / affirmative action programs to increase the employment of people with disabilities.

C. FACILITATING POSITIVE LABOUR MARKET TRANSITIONS THROUGH THE DELIVERY OF DISABILITY-RELATED SUPPORTS FOR PARTICIPATION IN EDUCATION, TRAINING AND EMPLOYMENT

The presence or absence of a variety of disability-related supports can significantly affect the participation of people with disabilities in training and work and their ability to make positive transitions in the labour market. Common supports fall into six general categories:

- o personal supports;
- o rehabilitation services;
- o aids and devices;
- o environmental adaptations to the work/training site; and
- o transportation.

Provisions for the Delivery of Personal Supports

Many people with disabilities require personal support in order to participate in training or employment. They may need assistance to carry out work- or training-related tasks; they may require support at home, and/or transportation to and from training or work; they may also require emotional support and encouragement from family and friends.

Often, personal supports are provided informally by family members or friends. However, there are formally organized services (for purchase or available as disability benefits) under some income support or replacement programs.

Attendant²⁸ and homemaker services

²⁸Attendant services are also sometimes called independent living services. See The Neil Squire Foundation, *Attendant Services in Canada: A Consumer Perspective*, Vancouver, 1991, for a good description of how these

The three major federal-provincial arrangements used to fund attendant/homemaker services are the Canada Assistance Plan, the Vocational Rehabilitation of Disabled Persons Agreements and the Extended Health Care Services Program of the federal Established Programs Financing (EPF) arrangement²⁹. Most provincial / territorial governments contract community agencies to deliver these services to the agencies' clients. In some cases, individuals are provided direct funding to purchase these services. Attendant/homemaker services are usually provided on the condition that they be used exclusively in the home for home-related purposes.

Attendant/homemaker services are also funded under the Canada/Quebec Pension Plan, and under some private disability insurance and provincial auto insurance programs. Generally, services funded under C/QPP are made available only to individuals identified as unable to work, not for individuals working, in training or in education³⁰.

Personal supports in training and education

services are organized in the various provinces/territories, and issues that have been identified around the supply and use of these services.

²⁹ Under this arrangement, the federal government shares the costs of health services and post-secondary education with the provinces and territories. For a discussion of the specific arrangements within the Canada Assistance Plan and the Extended Health Care Services Program as they relate to funding of support services for persons with disabilities see The Roeher Institute, *Poor Places: Disability-Related Residential and Support Services*, Toronto, 1990. See also Roeher Institute, *Nothing Personal*, in press.

³⁰Some experimentation is currently taking place within the CPP system to enable some individuals to take advantage of career training programs so they can re-enter the labour force. Whether CPP will make support services available to these individuals on an ongoing basis upon their return to the labour force remains to be seen. Other programs for delivering personal services have also been established. For example, in 1989 Treasury Board announced that it would "cover the cost of attendant services arranged on a contract-for-services basis" for employees in the federal public service. (Canada, Treasury Board of Canada, "Provision of Services for Employees with Disabilities," *Personnel Management Manual*, Volume 4, Chapter 16.)

Paid personal support services for involvement in employment and training are cost-shared under the welfare services and work activity provisions of the Canada Assistance Plan, and under the VRDP agreement for eligible clients. The provinces/territories fund many other initiatives. Funding is also available under certain CJS/LFDS provisions. Provincial vocational rehabilitation services cost-shared under the VRDP Agreements could fund the provision of personal supports for up to two years during training, up to three years for employment, and during a vocational crisis in training or on the job. Individuals requiring such services on an ongoing basis, however, would not normally be eligible. Support is delivered as either: 1) sheltered training and employment; 2) supported training and employment.

Sheltered training and employment programs deliver paid personal support through agencies that run facilities offering life skills, social skills and vocational training, and/or sheltered employment. Sheltered programs are funded through provincial governments under welfare services and work activity provisions of the Canada Assistance Plan, and vocational rehabilitation services funded under VRDP.

Some vocational and community colleges also provide sheltered programs for adults with a mental handicap or with visual, hearing or mobility limitations. The provinces may fund such programs or provide them for a fee to vocational rehabilitation clients funded through VRDP cost-sharing.

"Supported employment" programs combine personal supports with on-the-job training or work experience. They also attempt to address the problem of segregating people with disabilities inherent in the sheltered training and employment model. Supported employment is used most extensively for persons with developmental disabilities.

Some sheltered workshops have obtained funding for supported employment through provincial programs cost-shared (in full or in

part) under VRDP or CAP; the workshop staff then transition the workshop to supported employment in the mainstream labour market. (When CAP funding is used for this purpose, it is done outside CAP guidelines.)

A few programs have been developed at colleges and universities to provide personal supports to persons with a mental handicap to integrate them into mainstream educational programs. Through funding from the Alberta government, for example, the On-Campus program at the University of Alberta provides personal supports for persons with mental handicaps in the educational and social life of the university.

Communication supports

Communication support services (e.g. interpreters, note-takers) are funded in part under VRDP and are delivered through vocational rehabilitation programs at the provincial/territorial level. As well, some provincial special-needs allocations to universities and colleges enable delivery of communication support services in educational settings. The services are often arranged through special needs counsellors attached to community colleges and universities. Provincial/territorial vocational rehabilitation counsellors and community organizations catering to the needs of persons with particular disabilities provide information on communication support services to persons applying for funding to attend college or university.

Informal Supports

Friends and family members can play a critical role in enabling persons with disabilities to participate in training and employment. However, there is little funding to develop informal personal supports, although governments do make small contributions and grants to community organizations to perform such functions as Citizen Advocacy, where community agencies assist persons in developing long-term personal relationships.

However, the development of informal personal supports is gaining government and policy recognition: Ontario has introduced legislation to make advocacy services available to persons considered vulnerable by virtue of their disability, and advocacy programs with this objective have been funded through other channels. Personal networking initiatives, such as those organized by mental-health consumers, have received government funding.

Provisions for Delivery of Rehabilitation Services

In order to participate in employment, people with disabilities may require rehabilitation services³¹ such as speech therapy, occupational therapy and physio-therapy. They may need rehabilitation for alcohol or substance abuse, or drug therapies for psychiatric disabilities. Moreover, when employees become disabled, the sooner effective rehabilitation begins, the more likely they are to remain on the job or return to the workforce³².

Rehabilitation services are funded through:
provincial/territorial health insurance (cost-shared under the Federal-Provincial fiscal arrangements regulated under the Canada

³¹Habilitation services can be distinguished from rehabilitation services in reference to the onset of disability. Rehabilitation services can be defined as services to assist persons to regain functional capacities lost due to disability (e.g., learning how to walk during recovery from an auto accident), or services to assist individuals adapt to the loss of previous capacities. Habilitation services are provided to assist individuals to develop skills they might not have acquired in the first place. The teaching of sign language or lip reading to persons born with a hearing difficulty is an example of habilitation. The term rehabilitation services is used in this report to encompass both habilitation and rehabilitation services.

³²See, for example, Dr. Lyle Gross, "Preventing Chronicity Through Compilation of a Patient Profile," *Stopwatch: Canadian Association for Vocational Evaluation and Work Adjustment Bulletin*, January 1991.

Health Act and the Federal Post-Secondary Education and Health Contributions Act); the Canada Assistance Plan; VRDP; Workers' Compensation; public and private auto insurance plans; and private insurance and disability plans.

Rehabilitation services are delivered by public- and private-sector for-profit and non-profit service providers in hospitals, outpatient clinics, individuals' homes, residential care facilities and other institutional settings. The bulk of investment in rehabilitation and support services to people with mental illness and psychiatric disabilities still tends to be channelled to institutionalized services -- 66 per cent to 92 per cent, depending on the province³³.

Provisions for Delivery of Aids and Devices

A variety of aids and devices are used by persons with disabilities to enable them to participate in training and employment. Types of work-related aids and devices include: mobility and agility aids; aids for persons with visual impairments; communication devices for persons with speech and hearing impairments; signalling systems for persons who are deaf or hard of hearing; and reading and writing aids and adaptive equipment to activate computers by eye, hand or head controls. Persons with disabilities may also require aids, devices and supplies to meet medical and disability-related needs. These may include drugs and medications, diabetic equipment and supplies, incontinence and ostomy supplies, and respiratory equipment. The adequate supply of aids and devices can have an important bearing on whether individuals will be labour force participants.

³³ See for example, John Trainor and Kathryn Church, *A Framework for Support for People with Severe Mental Disabilities*, Toronto: Canadian Mental Health Association, December 1984; Robert Graham, *Report of the Provincial Community Mental Health Committee*, Toronto: Ontario Ministry of Health, 1988.

Funding and direct provision of aids and devices occurs through: provincial health insurance systems; cost-sharing arrangements under the Canada Assistance Plan; cost-sharing under VRDP; Workers' Compensation Boards; public and private auto insurance plans; C/QPP; and private disability insurance and pension arrangements³⁴. Delivery of numerous aids, devices and medications takes place at the provincial/territorial level, with one exception. CEIC provides up to \$10,000 per person for the purchase of equipment and/or for adaptations to training or work sites. Participants in most CJS/LFDS training or wage subsidy programs who require such items are eligible in principle, although all do not actually obtain the devices. Charitable foundations are major sources of financial assistance and aids/devices loan banks.

The arrangements to deliver aids, devices, supplies and medications and the eligibility criteria that enable funding vary from jurisdiction to jurisdiction. Moreover, several systems may deliver some aids, devices and supplies, while differing funding and delivery systems and eligibility criteria may be in place for other items. For example, should individuals need speech/hearing aids or diabetic supplies or mobility-related items, they would have to deal with a number of systems with different eligibility criteria and financial-assistance requirements.

Provisions for Implementing Environmental Accommodations

There is an increasing awareness among employers and training and educational institutions about the types of accommodations required for people with physical disabilities related to

³⁴A detailed analysis of funding and delivery arrangements for aids and devices for persons with disabilities is being undertaken by The Roeher Institute. The study will be published in 1993 (The Roeher Institute, *Nothing Personal*, North York, in press.)

mobility, agility or sensory impairments. The more common types of accommodations include: installation of ramps and re-arrangement of internal spaces and furniture for wheelchair accessibility; provision of specialized equipment and adaptations to existing equipment for persons with sensory, agility or mobility impairments; and provision of attendant/homemaker services on the job or training site.

Persons with intellectual impairments, psychiatric disabilities³⁵ or learning disabilities, as well as those with some physical or sensory disabilities, may require additional accommodations such as: job modification and/or restructuring; provision of support persons to assist with on-the-job training; transportation; support to carry out work tasks; modification of scheduling; and provision of information and technical manuals to assist individuals to carry out their work-day tasks.

There are three types of incentives for employers and educational and training institutions to make environmental accommodations: regulatory requirements; financial assistance; and information and consultancy.

Regulatory requirements

Apart from orders imposed by human-rights tribunals, boards of inquiry, or the courts, employers are not usually required to make workplace accommodations. Legislation such as national and provincial Building Codes establish standards for accessibility to most public places and places of employment. The Canadian Standards Association has also released a comprehensive set of

³⁵ For an overview discussion of accommodation in employment for persons with psychiatric disabilities see Laura Mancuso, "Reasonable Accommodation for Workers with Psychiatric Disabilities," *Psychosocial Rehabilitation Journal*, Volume 14, Number 2 (October, 1990):3-19.

accessibility standards for the physical design of buildings³⁶. Provincial governments also have code-enforcement systems.

Individuals may come to a training, education or work site with personal supports, aids and devices, and/or rehabilitation services. As a result, the employer may merely need to "accommodate the accommodations". However, a number of federal and provincial employment equity programs make technical aids and devices available to government departments and agencies on an as-needed basis to accommodate their employees' disabilities.

Information and consultancy

No single delivery system has been organized to provide information and consultancy services to assist employers in making accommodations, nor is there a single funding arrangement to ensure these services are available in all communities and provinces/territories. However, the Job Accommodation Network (JAN) provides information free of charge to anyone interested in providing or developing an accommodation for an employee with a disability. EIC has arranged for this service, which is based in the United States, to be accessible by telephone to Canadian employers. JAN provides case histories of employers who have successfully accommodated persons with disabilities, as well as information on specific types of accommodations.

EIC also provides regional employment equity consultants to assist employers to meet their requirements under federal employment equity legislation. However, in most regions there are only one or two consultants dealing with disability and accommodation.

Some large and small employers use the expertise of disability organizations (e.g., the Canadian National Institute for the Blind, the Canadian Paraplegic Association, Associations for Community Living). These organizations provide advice --

³⁶Barrier Free Design (CSA B651).

usually free of charge -- and consultancy to employers when contracted for on-the-job support to individuals or during on-the-job training. Some provincial- and regional-level agencies provide similar support³⁷. Workers' Compensation Boards also provide employers with expertise around ergonomics, task and job design, and other forms of workplace accommodation. Consultancy is either free of charge or through fee-for-service contracts.

Financial assistance

There are four principal funding sources for making environmental accommodations: CJS/LFDS; VRDP; Workers' Compensation; and other special-initiatives funding. Most CJS/LFDS programs can provide up to \$10,000 per individual with a disability who qualifies for CJS/LFDS training. These dollars are for making accommodations to the work or training site, such as purchasing technical equipment (e.g., optical readers, assistive devices and adapted computer technologies), and adapting the physical environment (e.g., installing ramps or special doorways). Occasionally, once training is complete, individuals have been able to take the equipment to another job. In a very few instances, EIC accommodation funding has been used to purchase living and interpreter supports in the workplace and on training sites.

Through vocational rehabilitation services, cost-shared under the VRDP Agreement, funding may be made available as part of an approved training plan to make needed work-related modifications to individuals' homes, vehicles and training- or work-sites, and for the purchase of needed equipment. In some provinces, individuals who are employed and therefore not eligible for rehabilitation or training-program funding may be eligible for cost-sharing accommodations under VRDP. VRDP provides 50 per cent of the cost; the employer and/or employee

³⁷Examples would include the Atlantic Provinces Special Education Authority and the Ontario Ministry of Labour Centre for Work and Disability.

provides the other 50 per cent. Workers' Compensation funds can also be used by employers to make accommodations needed to employ or re-employ WCB clients.

Some provincial governments have established special financial incentives for universities and colleges to make their campuses more accessible to people with disabilities. The federal government and some provincial governments have also established funds to make government buildings, such as employment counselling offices, more accessible and barrier free.

Provisions for Delivering Transportation Services

Transportation services for people with disabilities include: regular public services; specialized door-to-door services; taxis; and private automobiles. Persons who have problems with the supply of or access to transportation services are at a disadvantage in the labour force: they are much less likely to be employed than persons without such impediments. The proportion of individuals facing such difficulties varies considerably across the country. Generally, where these problems occur persons with disabilities are employed at rates lower than where the problems do not exist.

Public funding of transportation services (whether conventional or specialized door-to-door services) is usually shared by municipal and provincial governments, partially offset by customer fares. Private (for-profit) door-to-door transportation services are available to customers in larger cities on a fee-paying basis. Some non-profit community agencies that provide residential or vocational services to people with disabilities also provide transportation services in the form of vans or buses to their clients. Taxis and private automobiles are paid for by users/owners or are contracted by agencies that provide residential or vocational supports to individuals. In

addition, voluntary transportation services are provided by private citizens, who may ask users to contribute to fuel costs.

The federal government, through Transport Canada, provides funding to provinces, municipal corporations and community organizations to operate transportation services in small urban and rural communities. Transport Canada provides up to 80 per cent of the purchase price of a vehicle equipped to transport people with disabilities. Since the announcement by the Prime Minister in September 1991 of a five-year Disability Strategy, Transport Canada is assisting providers of transportation, such as inter-city bus carriers, small air carriers and car rental agencies, to retrofit their fleets with lifts, hand controls and other modifications.

For individuals on social assistance, some provinces provide bus passes free-of-charge or for a small fee. In other areas, transportation allowances are provided only when welfare workers determine them to be necessary for health reasons or for employment-related activities. In Nova Scotia alone, transportation allowances (for public regular and parallel transit only) have been incorporated into Family Benefits Allowances as a basic welfare entitlement. Some provinces also give exemptions from provincial sales taxes when devices are purchased to adapt automobiles for use by individuals with disabilities.

D. FACILITATING POSITIVE LABOUR MARKET TRANSITIONS THROUGH THE PROVISION OF OPPORTUNITIES FOR EDUCATION AND TRAINING/RE-TRAINING

Participation in quality educational opportunities and training can help increase the chances of people with disabilities finding work or better jobs. Governments in Canada purchase education and vocational training to enable persons to

develop a skilled labour force. These training programs generally include:

1. **pre-employment and pre-apprenticeship training**, providing entry-level skills (usually for 30 to 52 weeks);
2. **apprenticeship training**, providing specific skills in electrical, electronics, welding, carpentry, etc.;
3. **adult basic education and upgrading**, providing basic reading, writing and mathematics skills to prepare for higher level training, and/or secondary school completion;
4. **language training** programs for proficiency, usually in English or French. Language training in mother tongues enables Aboriginal people and ethnic minorities to maintain their languages within the dominant English and French labour market;
5. **skill upgrading** to develop skills to deal with changing technologies and/or upgrade qualifications;
6. **job-readiness training** offers those particularly disadvantaged in the labour force training in life skills, social skills, job search and interview skills, and basic vocational skills;
7. **academic, professional and technical training** relating to the industrial, manufacturing, and service sectors.

As well, educational opportunities delivered through provincial/territorial secondary school systems play an important part in enabling people with disabilities to make positive transitions within the labour force. People who successfully

complete high school are more able than others to integrate directly into the labour market. They are also more able than others to take part in post-secondary training and educational programs that are specifically designed to promote labour market integration (e.g. career training), and other programs that increase the chances of finding and maintaining rewarding jobs (e.g. general degree programs).

Training is sponsored and delivered by government agencies, employers and groups of employers within an industry, public and private post-secondary and vocational training institutes, and community-based organizations, including disability organizations.

There are three models for delivering training: on-the-job training; off-the-job academic, upgrading, or vocational training; and a mix of the two. In 1989-90 the federal government's expenditures on education and training (excluding tax transfers) reached \$7.0 billion dollars, and has increased an average of 7.4 per cent annually since 1982-83³⁸. Provincial governments also spend substantial amounts on education and training. The following summarizes how key arrangements relate to persons with disabilities.

1. TRAINING UNDER THE CANADIAN JOBS STRATEGY/LABOUR FORCE DEVELOPMENT STRATEGY

The federal government's role in training is regulated under the National Training Act (1982). The Act expanded the federal government's powers in this respect, and enables it to purchase training from private sector training institutions, employers,

³⁸See Statistics Canada, *Education Statistics Bulletin*, November, 1990.

and coordinators of training which operate within the provinces and territories.

The federal-provincial/territorial framework for the Canadian Job Strategy and the Labour Force Development Strategy (CJS/LFDS) has been put in place under that Act. Through this framework the single largest pool of dollars is allocated to purchase and deliver training. The scale of funding allocated through this framework, the federal-provincial nature of the arrangements, and the commitment by governments to increase the levels of participation by persons with disabilities, suggests that CJS/LFDS could be used as a "window of opportunity" to facilitate positive labour market transitions among people with disabilities.

a. The Canadian Jobs Strategy

The *Canadian Jobs Strategy (CJS)* was introduced in 1985 as a means of coordinating the federal government's involvement in skills training (a provincial jurisdiction) and job development. Responsibility for CJS at the federal level is vested in Employment and Immigration Canada (EIC). Counterparts at the provincial/territorial level include departments of advanced education, training, and labour, and their designated agencies.

The CJS introduced six programs to achieve its objectives. Where people with disabilities have had access at all to training under CJS, they have gained access primarily through the Job Development and Job Entry programs.

The Job Development program was designed to assist the long-term unemployed in developing job skills through on-the-job training, classroom training and work experience. The focus of Job Entry has been on people who have difficulty entering or re-entering the labour market after extended periods outside it--unemployed youth who have not successfully made the transition from school to work, unemployed women attempting to make a

transition into the labour force but who lack appropriate training or work experience, and "severely employment disadvantaged individuals", like people with disabilities who for a variety of reasons face major barriers in securing or maintaining employment. In the other CJS programs, people with disabilities have had much less participation³⁹.

The combination of training and work experience provided under Job Entry and Job Development projects has averaged between 16 and 52 weeks in duration, one year being the maximum. However, it is now possible for training to be funded for up to a maximum of three years. This extension might enable greater participation by people with disabilities, who often require more time than others for training and education.

Training may be provided in the classroom, on-the-job, or both. Participants may receive training allowances, and some programs provide employers with subsidies to provide on-the-job training.

Programs have been funded through the National Training Agreements, which specify the federal dollar commitments for purchase of "seats" in courses funded and delivered through provincial/territorial training institutions. These agreements also lay out the total federal dollars for employers and coordinating groups to purchase training from provincial/territorial institutions. CJS Implementation Agreements and specific agreements for the six CJS programs are in place between the federal and each provincial/territorial government. The agreements clarify the roles for each level of government in developing provincial/territorial training plans,

³⁹*Skills Shortages* assists employers to train workers in skills that are, or are anticipated to be, in short supply. *Skill Investment* re-trains workers whose jobs have been affected by technological development or changes in labour market needs. *Community Futures* assists communities outside metropolitan areas with high unemployment. It supports business development, entrepreneurship, and individual training and relocation. *Innovations* sponsor innovative projects in new business creation, training methods, and business and labour cooperation.

and coordinating and funding the purchase of training. The federal government makes the largest contribution in all cases.

b. The Labour Force Development Strategy

The 1989 *Labour Force Development Strategy (LFDS)* was implemented and incorporates many of the elements of the CJS; however, the LFDS is a more comprehensive framework for labour market policy. It includes three major components: new policy principles; new program structure; and a new role for the private sector in labour market policy, programs and development.

The LFDS is intended to promote and increase partnerships among labour, business, provincial/territorial and federal governments, and interest groups, including disability organizations. A second goal is to promote community-based participation in the delivery of training programs. A client-centred approach is to be adopted in vocational counselling, in the selection of training options, and in the provision of assistance. In addition, special measures are to be taken to correct the disadvantages faced by people with disabilities, women, Aboriginal peoples and visible minorities.

The new training program structure identifies four key program areas (into which the six previous CJS programs and various program options have been incorporated), specifically:

i. The Information and Special Initiatives Program

- o incorporates the front-line services provided by local Canada Employment Centres (CECs) and will include labour market information and the labour exchange or clearing-house of information on job vacancies.
- o will also provide "special-needs determination" services, (a counselling and assessment process) to identify clients, including persons with disabilities, who may require special training or supports.

ii. *The Employability Improvement Program*

- o is to assist individuals, including people with disabilities, facing serious labour-market disadvantages, to gain access to the labour market.
- o incorporates options of the Job Entry and Job Development programs of CJS, which have been the programs most utilized by people with disabilities in the past.
- o when fully implemented will, at least in theory, provide client-centred employment counselling to facilitate the purchase of training programs, will arrange wage subsidies to encourage employers to hire disadvantaged individuals, and will make income support available to individuals participating in training.
- o will also fund the Outreach program, through which community agencies provide people with disabilities with counselling, vocational assessment, job search assistance, job placement and referral assistance. (Some forms of Cooperative Education are also funded under this program. Through these, persons with disabilities may participate in training opportunities while at secondary school or during post-secondary education.)

iii. *The Labour Market Adjustment Program*

- o includes interventions to assist employers in human-resource planning, and in adjusting workforce skills to changing technologies and needs.
- o aims to implement employment equity. (Employment and Immigration Canada provides employers with assistance, under the *Employment Equity Act* and the Federal Contractors Program, to design and implement comprehensive plans to remove workplace barriers affecting the four designated groups -- women, people with disabilities, Aboriginal peoples and visible minorities. This assistance is usually

in the form of employment equity counsellors, who are employed or contracted by regional offices of EIC.)

iv. *The Community Development Program*

- o incorporates the Community Futures Program of the CJS and initiatives to encourage the development of self-employment ventures among Unemployment Insurance (UI) claimants and social-assistance recipients.

A major feature of the LFDS is a new and expanded decision-making role for the private sector, including business, labour and community-interest organizations representing the employment equity target groups. A tri-level structure of *Labour Force Development Boards* will manage cooperation between governments and private sector partners in labour force planning and development. The labour force development boards at the national, provincial/territorial and local levels will review and advise on the implementation of the four program areas outlined above.

At the national level, the Canadian Labour Force Development Board is to determine overall training priorities, to consider standards for training, and to advocate for an increased emphasis on training. National disability organizations have jointly selected a representative to sit on the national board.

The provincial/territorial labour force development boards are now being put in place and will be structured like the national board. They will advise on training plans for their respective jurisdictions, and on the effectiveness of federal and provincial government expenditures on training initiatives.

Local labour force development boards, also with a wide representation from the private sector, will assume responsibility for local training plans. Local boards are to allocate funds for the purchase of community-based skills training.

Moreover, Aboriginal Management Boards are being established to develop and implement training strategies to meet the training and labour market needs of Aboriginal people. The ways in which Aboriginal people with disabilities will be represented is not yet determined.

The new programs under the LFDS, and the provincial / territorial and local labour force development boards, are to be implemented through Labour Force Development Agreements between the federal and each provincial / territorial government; these are currently being negotiated or signed. The Agreements lay out the responsibilities of each level of government and financial contributions for implementing LFDS programs. A variety of National Training Agreements, Implementation Agreements and specific program agreements remain in place; there is as yet no agreement on structure for implementation of the LFDS across all jurisdictions.

Until LFDS has been fully implemented, aspects of CJS will continue to operate. As a result, there will continue to be considerable blurring of the lines separating these two major policy frameworks and their programs.

The Appendix 1 includes further detail on key arrangements for purchasing, delivering and regulating access to training under CJS/LFDS.

2. ARRANGEMENTS FOR DELIVERING VOCATIONAL TRAINING FOR PERSONS WITH DISABILITIES

Both individualized funding and program funding mechanisms have been used to purchase vocational training funded in whole or in part under federal-provincial/territorial VRDP agreements. Individualized funding provides individuals with dollars to purchase training at a training institute, college, or university. Program funding is a mechanism by which the provincial government contracts a provider of training to deliver

programs to individuals. Individuals approved for training funded under VRDP gain access to training delivered in a number of ways:

- **pre-vocational and vocational** training provided in sheltered workshop settings;
- **on-the-job** training provided by employers;
- **on-the-job** training assisted by job coaches who are contracted or employed by community-based agencies delivering employment supports;
- **vocational, and job-readiness** programs delivered by community-based employment agencies and disability organizations, public and private vocational training institutes and community colleges;
- **post-secondary-level courses** leading to university degrees and college diplomas and other certifications.

Some provinces/territories use a mix of individualized and program funding for the purchase of these training options. Prince Edward Island, for example, uses only individualized funding. However, those individuals who access VRDP individualized funding for purchase of training are primarily individuals with physical (mobility or agility impairments) or sensory impairments. Individuals who are labelled as mentally handicapped generally do not access this type of funding in that province, as they are served primarily by the province's sheltered workshops which are funded under CAP as day programs and rehabilitation services. In contrast, Manitoba's Vocational Rehabilitation Service develops and determines the costs of individual plans based on a vocational goal for each individual

it funds. The funds are flowed, however, to the providers of training and to designated community agencies which act on the individual's behalf.

3. ARRANGEMENTS FOR DELIVERING POST-SECONDARY EDUCATION

Access to post-secondary education and labour force participation is becoming increasingly linked in the current economic environment. Analysis of the relationship between educational achievement and labour force participation indicates that over 75% of the new jobs created in Canada between 1981 and 1986 were filled by persons with some post-secondary education; and 50% were filled by persons with a university degree. Prior to 1981 less than 60% of jobs were filled by persons with these qualifications.⁴⁰ While these figures do not indicate that this level of qualification is absolutely "required" for new jobs, they do point to the rising qualification levels that increasingly must be met, and to increasing competition within the labour market. These facts suggest that access to post-secondary education is of increasing importance to persons with disabilities, if only for the purpose of increasing their level of participation in the labour force.

Post-secondary education in Canada is a responsibility of the provincial / territorial governments. Yet the federal government contributes to the cost of post-secondary education through fiscal transfers to the provinces and territories on a per capita basis. These contributions are made under the Federal-Provincial Fiscal Arrangements and Post-Secondary Education and Health Contributions Act. Provincial and

⁴⁰Canada, Employment and Immigration Canada, *Workforce 2000: The Canadian Scenario*, Draft Report, Ottawa: 1988. (check figures and cite against final, published report).

territorial governments fund and regulate both universities and community colleges. Depending on the province, the post-secondary educational institutions are more or less autonomous from direct control by provincial governments.

In recognition of the historically low levels of participation in post-secondary education by persons with disabilities, provincial governments have begun to establish policies and funding allocations to facilitate greater access to these educational opportunities. In some instances, post-secondary institutions establish allocations out of their own budgets to put these three types of initiatives in place.

In order to cover the costs of gaining access to educational and training programs offered through post-secondary institutions, eligible students with disabilities may receive funding through provincial vocational rehabilitation services, cost-shared under the VRDP Agreement.

4. ARRANGEMENTS FOR DELIVERING COOPERATIVE EDUCATION

"Cooperative Education" refers to a particular form of education/work experience. Students in cooperative education programs are enrolled in formal education programs at the secondary, college, or university level, and participate in work experience projects arranged through their educational institution. The work experience is seen as part of the student's educational program. Cooperative education programs differ from "on-the-job" training options discussed above, in that they are primarily educational programs interspersed with short-term work place assignments. Of the approximately 140,000 individuals in cooperative education programs in Canada, 70% are

in programs at the secondary level, with the remainder in programs at the college and university level.⁴¹

Cooperative education is significant to persons with disabilities for a number of reasons. First, given the high proportion of persons with disabilities not now in the labour force and who face discrimination and other barriers in employment, positive work experiences at a young age would assist in the development of skills and motivation for long-term labour force participation. Second, greater exposure to the labour market through cooperative education could assist in changing the attitudes and expectations of those employers who have traditionally discriminated against this population. Third, cooperative education is managed through established educational institutions, and could be managed in such a way as to deliver needed supports and consultations to employers so they can include persons with disabilities in jobs. Fourth, while there are no hard data, there is a belief among educators that cooperative education has a positive impact on the numbers of students who stay in the school system to complete the secondary level, and on their opportunities for employment upon their program completion and school-leaving.⁴² Given the traditionally low participation rates of students with disabilities in both secondary school and in the labour force, and the high proportion of young adults without high school graduation who have disabilities, access to such cooperative education programs for students with disabilities could be of considerable benefit.

Cooperative Education programs are designed and delivered through educational institutions - the secondary school board,

⁴¹The Canadian Labour Market and Productivity Centre (CLMPC), *Report of the CLMPC Task Forces*, Ottawa, 1990, pg. 202.

⁴²CLMPC, *Ibid.*, pg. 219.

college, or university - established and/or regulated by provincial governments. Provincial governments establish cooperative education policies which set out the terms for programs at the college and university level. Local school boards are usually responsible for determining their own co-op programs. These usually differ from the university/college level programs in that no remuneration to students for work placements is provided; workplace assignments are shorter in duration; and assignments are not aligned as closely with the development of particular professional or technical skills related to the student's program of study.

There are three types of funding arrangements for cooperative education programs: federal grants through CJS/LFDS; provincial education budgets; funding of programs specifically for persons with disabilities.

a) CJS/LFDS Grants

A "Cooperative Education" funding option is available under the new Employability Improvement Program of CJS/LFDS, and was previously available under CJS options. The federal government has provided funding to over 250 cooperative education projects at the secondary, college and university levels. Funding under this option has increased substantially in recent years. It has been proposed that funding will quadruple under the LFDS, with the bulk of funding going to projects at the secondary school level.

b) Provincial Education Funding

In Canada, secondary school education is funded through provincial ministries of education and local school taxes. Provincial policies for cooperative education are not elaborate. They usually entail the allowance of cooperative or work experience placements to count toward credit within a student's program. Provincial funding may be provided to school boards to

assist with a variety of student participation and administrative costs. The lack of access to coop education by students who are labour market disadvantaged has begun to be addressed at the provincial level, but only minimally.

c) Funding of Co-op Programs for Persons with Disabilities

The cooperative education model has been used to design special programs for persons with disabilities. Programs take advantage of both VRDP funding, CJS/LFDS funding, as well as provincial education funding. As with generic co-op education programs, the special programs for people with disabilities mix classroom learning with work experience. Numerous programs of this type have been established by vocational and community colleges and by several other organizations.

5. ARRANGEMENTS FOR DELIVERING ADULT BASIC EDUCATION

Adult Basic Education (ABE) in Canada has a number of different definitions but refers generally to an educational process aimed at assisting adults to develop skills in four areas: basic and functional literacy; academic upgrading in order that adults can gain obtain knowledge and credentials to participate in vocational training and/or post-secondary education; English as a Second Language training; and "mother-tongue" language training for aboriginal peoples.

There has been a growing recognition that increased public investment in adult basic education is required. There are high levels of functional illiteracy among the general adult population in Canada and among adults with disabilities. The 1986 Southam survey of literacy estimated that 24% of adults in Canada are functionally illiterate, and the proportion of adults

with disabilities ranges up to 40% for adults with disabilities.⁴³

Adults with disabilities generally have much lower completion rates of secondary schooling than the general population. The lower rates of participation in the educational system and of high school completion among people with disabilities indicate a need faced by many for access to academic upgrading. In the absence of this programming for those who require it, it is difficult to imagine how individuals are to participate in post-secondary educational opportunities in preparation for the labour force.

Adult basic education is the responsibility of provincial governments, and is delivered in a number of ways in Canada: through community-based volunteer literacy and English as a Second Language (ESL) programs; through programs at libraries; literacy, upgrading and ESL programs provided through school boards; programs delivered through community colleges; and workplace-based adult education for literacy training and ESL. Mixes of these various delivery arrangements are in place in most provinces and territories, and are funded primarily through provincial government departments of education and advanced education and training. There is no explicit policy for adult education, but it is increasingly being funded and coordinated through the formal education systems at the secondary and post-secondary level.⁴⁴

⁴³For the Southam survey see Creative Research Group, *Literacy in Canada: a research report*, Ottawa: Southam News, 1987. For a review of research on literacy and disability, with a focus on mental handicap, see The G. Allan Roeher Institute, *Literacy and Labels*, North York, 1990.

⁴⁴For a recent review of provincial government initiatives in adult education in Canada see Gordon Selman and Paul Dampier, *The Foundations of Adult Education in Canada*, Toronto, Thompson Educational Publishing, 1991. See also John Cairns, *Adult Illiteracy in Canada*, Toronto, Council of Ministers of Education, February 1988. For an overview of provincial involvement in literacy education and persons with disabilities, and recent provincial policy initiatives and recommendations in this area see, The G. Allan Roeher Institute, *Literacy and Labels*, Toronto, 1990.

Federal participation in adult basic education was substantial in the 1970s under "Basic Training for Skills Development" (BTSD), a program for the delivery of adult basic training including literacy training. Under CJS, however, adult basic education programming has been kept to a minimum as the focus has been on vocational training.

The new LFDS program framework provides more room for EIC to support ABE programming. There is recognition of the fact that persons who face the most serious labour market disadvantages are often those without the educational and literacy levels that had been established for the CJS programs. The extent to which these exemptions to standard operating practice will be used to enable persons with disabilities to become eligible for training, and to enable coordinators to develop project-based training that addresses their needs, remains to be seen.

The "National Literacy Program" of the department of Secretary of State has also played a funding role in the development of literacy programming, some of which has targeted persons with disabilities.

6. ARRANGEMENTS TO DELIVER TRAINING FOR SOCIAL ASSISTANCE RECIPIENTS: EMPLOYABILITY ENHANCEMENT AGREEMENTS

Beginning in 1985-86, *Employability Enhancement Agreements* or accords were signed by the federal and provincial/territorial governments. Health and Welfare Canada and Employment and Immigration Canada are signatories, as are their provincial and territorial counterparts. The Agreements aim to implement incentives for social assistance recipients to participate in employment training, and to make the transition from welfare to the labour force. Governments believed there was a need to deal with this issue particularly in light of the dramatic increase in social assistance recipients during times of recession. Given the

significant proportion of social assistance recipients who have disabilities, these Agreements relate to training and employment-related policies that can affect the ability of people with disabilities to make positive transitions in the Canadian labour market.

The Employability Enhancement Agreements enable recipients to participate in approved training programs. The bulk of the expenditures have been for the purchase of training programs under the Job Development and Job Entry Programs of the Canadian Jobs Strategy/Labour Force Development Strategy, with additional programs delivered under separate provincial and municipal level initiatives. Project-Based training, wage subsidies to employers, and purchases of courses and seats from training institutions have been utilized under these Agreements.

The primary feature of the Agreements is to change the Guidelines of the Canada Assistance Plan to enable welfare recipients to participate in training and receive living and training allowances without losing social assistance income. The Agreements enable each province and territory to negotiate targets for participation by social assistance recipients in CJS programs, and to refer recipients to CJS/LFDS or other similar provincial training programs. The contributions to a recipient's social assistance by the provincial/territorial government and by the federal government under the CAP, are transferred to the training program in which the recipient participates. The training program provides training and living allowances.

As of July 31, 1989, over 3,000 training projects had been purchased through arrangements under CJS programs for a total of over \$360,000,000. As with all training projects under the CJS/LFDS, there is a variety of project sponsors, including provincial and municipal government departments responsible for social assistance.

7. ARRANGEMENTS TO DELIVER SHELTERED TRAINING UNDER THE CANADA ASSISTANCE PLAN

The regulations under the Canada Assistance Plan do not allow funding for vocational training to be cost-shared under this arrangement. The welfare services provision of CAP do enable provincial governments, however, to fund the delivery of "rehabilitation" services. CAP also allows for funding of work activity projects. These provisions have been used by provincial governments to fund "day programs" and "sheltered workshops", primarily for persons with mental handicaps, but for persons with other disabilities as well. The day programs and workshops provide life skills and social skills development training, and may provide some basic pre-vocational and vocational skills training through the contracts workshops secure with clients in the community to produce goods and services. The programs usually operate out of a facility in which staff provide support to individuals to develop skills and to take part in activities organized through the day program.

E. FACILITATING POSITIVE LABOUR MARKET TRANSITIONS BY COORDINATING ACCESS TO TRAINING, EDUCATION, EMPLOYMENT AND SUPPORT SERVICES

Gaining access to education, training and ultimately the labour market, can be a formidable task for persons with disabilities. A variety of coordination service agencies have been established to "road map" the complex systems that are in place and to assist people with disabilities to solve the problems they encounter with those systems and make transitions to employment. These agencies provide: vocational counselling services; and a range of other coordination services, including

job finding, placement, and follow-up services, as well as information and referral services.

In many instances these information-providing agencies also act as gatekeepers, determining whether applicants are eligible for the funding, services and opportunities they are seeking. These agencies make vocational assessments of an individual's functional capacity in specific job-related tasks and skills -- which identify the person's vocational goals and provide the basis for a vocational plan. These assessments guide the selection of rehabilitation, support, training and education strategies for that person.

a. Provisions for Delivering Counselling Services

Section 4 of the *National Training Act* makes employment counsellors the *gatekeepers*, empowered to determine whether training -- and therefore EIC funding -- is appropriate for particular applicants. This function is also contracted out to community agencies, under the EIC Outreach Program. The expertise of special-needs counsellors, once available to CEC counsellors, is no longer provided. EIC has dropped this component and moved toward generic counselling. However, CEC employment counsellors have access to vocational testing and assessment tools from other sources.

Where an employment counsellor reasonably anticipates that an individual will have an increased earning capacity or increased employment potential as a result of training, the counsellor may deem enrolment in training an appropriate course of action for the individual and for EIC to fund. For people with disabilities, counsellors' interpretation and application of eligibility is critical to their participation in employment.

EIC's newly established Employability Improvement Program is a more client-centred approach to vocational counselling and to the purchase of training within the CJS/LFDS framework. In order

to get training purchased under Employability Improvement, individuals must:

1. demonstrate that they face serious labour market difficulty. Those identified as persons with disabilities usually meet this criterion;
2. demonstrate motivation, i.e., goal-directed behaviour that convinces counsellors of their determination to complete training and sustain a job search as long as it takes to be successful;
3. obtain approval from the CEC or a designated agency of their *client action plan*, outlining vocational goals, strategies and specific training purchases.

Individuals seeking VRDP-funded training and support services must have an individual training plan prepared by a vocational rehabilitation counsellor. These counsellors are employed by provinces/territories in a vocational rehabilitation service or are contracted by them. The training plan, including its cost requirements, then needs administrative approval. Traditionally, this was done by a Training Selection Committee, now being replaced in many instances by a more streamlined administrative process.

Under VRDP, individuals must be seen as "capable of engaging in a substantially gainful occupation" by counsellors, administrators, and training selection committees at each stage of the approval process. In addition, individuals must have medical certification proving disability for access to vocational rehabilitation programming in most provinces and territories. Provinces and territories have differing appeal procedures for challenging decisions about proposed training plans and funding.

Some Workers' Compensation Boards have gone through major restructuring to develop and streamline the delivery of vocational rehabilitation and labour force re-integration services. Because the boards were established to fund and manage compensation to injured workers, rehabilitation has not received sufficient emphasis in the past. It is too early to tell whether these measures will lower the barriers to vocational counselling, rehabilitation services, and successful re-integration into the workforce that WCB clients have historically faced.

Provincial/territorial governments are also increasingly taking responsibility for delivering vocational counselling services. One aim is to speed the transition from welfare to work, both of employable individuals eligible for provincially funded vocational training, and those who simply require job search, resume writing and interviewing skills. In order to streamline the entrance of disadvantaged workers -- youth, women, Aboriginal peoples, visible minorities, older workers, persons with disabilities⁴⁵ -- into vocational programs and link them to the labour market, some provincial governments are rationalizing the funding and delivery of vocational counselling services by provincial departments and agencies. The Quebec government has gone the furthest in establishing a separate provincial delivery system for vocational counselling services.

The school-to-work transition is critical to integrating young people with disabilities into the labour force. As yet, however, there is no broad policy, program or funding framework specifically related to that objective. The federal Youth

⁴⁵The trend toward an increase in the proportion of disadvantaged workers was analyzed in a number of reports and studies through the latter half of the 1980s and early 1990s. For example, see Statistics Canada, *Persons on the Margins of the Labour Force*, Ottawa, 1987; Morley Gunderson, Leon Muszynski and Jennifer Keck, *Women and Labour Market Poverty*, Ottawa, Canadian Advisory Council on the Status of Women, June 1990; Heather Menzies, *Fast Forward and Out of Control: How Technology is Changing Your Life*, Toronto, MacMillan, 1989.

Initiatives component of CJS/LFDS Employability Improvement Program enables the provision of counselling services for secondary-level students making school-to-training transitions. Some provinces have entered into Youth Strategy agreements whereby the federal government allocates funding for the delivery of services through Youth Initiatives. The intent is to assist students to remain in secondary school through cooperative education and work experience programs, and to make transitions to post-school education, training and employment opportunities. To date, these initiatives have not targeted young people with disabilities in a major way.

Also at the secondary level, isolated school-to-work transition programs have evolved piecemeal to provide counselling and educational and employment-related planning, sometimes as soon as students enter secondary school. However, school boards have not traditionally set this as an educational priority.

At the post-secondary level, many provincial governments provide funding for special-needs counsellors in publicly funded community and vocational colleges, and some universities. Funding is often cost-shared under VRDP. In some instances, direct government funding is provided to campuses to hire special-needs counsellors; some colleges, universities and other post-secondary institutions are developing expertise in this area on their own initiative.

A large network of voluntary agencies has been contracted to serve as a shadow system of EIC and of similar provincially funded agencies. These Outreach and disability organizations have been essential to gaining the little access that persons with disabilities have had to training and employment. They are often the only place in the broad delivery system where vocational counsellors have high expectations and faith in persons with disabilities to take part in mainstream training and employment opportunities. They often have persons with disabilities on staff

and/or boards of directors, increasing the sensitivity of the organization to the people they serve.

b. The Delivery of Other Coordination Services

o Recruitment, Job-Finding, Placement and Follow-up

To a large extent, the recruitment, job-finding, placement and follow-up functions that make the labour market accessible to persons with disabilities are provided by Outreach and supported employment agencies and disability organizations providing information and advocacy under contract to VRDP and CJS/LFDS. Some provincial governments and an enormous number of agencies provide these services (for people with a mental handicap, it was estimated in 1988 that there are approximately 275 supported-employment agencies in Canada⁴⁶.) Service-delivery agencies are as diverse as they are numerous: non-profit community agencies, college-based training programs, government agencies, post-secondary institutions, and corporate-sector recruitment agencies.

Many non-profit, community-based agencies do not have core funding nor do they charge a fee for service. Rather, they might receive CAP cost-shared funding through the provincial government to provide sheltered training, and funding through VRDP and CJS to secure on-the-job training opportunities and follow-up services. The agency might simultaneously receive a project-based training purchase from EIC (to provide classroom skill training, work experience, job readiness skills, and support along with individual job searches), and funding under Employability Enhancement (to provide job readiness training, job finding and placement support).

⁴⁶Gary Annable, *Supported Employment in Canada 1988: Final Report*, Winnipeg, The Canadian Council on Rehabilitation and Work, 1989.

o Information, Referral and Peer Support

Many agencies provide information and referrals regarding training and work opportunities. Especially important are disability organizations at the local, provincial and national levels. These organizations and the agencies they sponsor provide advocacy, information and other supports. Local offices are often the means by which people with disabilities contact informal mutual support groups. These groups enable people to share ideas and strategies related to the job search, failures in the job market, unsupportive employers and co-workers, and obtaining needed services and income support.

Key organizations within the network include the Canadian Association of Independent Living Centres, Associations for Community Living, Canadian Mental Health Association, the Canadian Paraplegic Association, the Canadian Organization of Provincial Organizations of the Handicapped (COPOH), and the Canadian National Institute for the Blind.

National Health and Welfare and the Department of Secretary of State have often provided funding for the development of these organizations' information-providing, referral, advocacy and outreach services, through sustaining grants and contributions to specific research or development projects.

F. FACILITATING POSITIVE LABOUR MARKET TRANSITIONS THROUGH DISABILITY-RELATED INCOME PROGRAMS

For those who must gain access to social insurance income instead of or as well as earnings to address basic needs and to defray the additional costs of disability, Canadian society has evolved a complex system of social programs. Once individuals become reliant on the system, they can face serious barriers leaving it and entering or re-entering the labour force.

The system is really a patchwork of:

- o insurance programs, including Workers' Compensation, the Canada/Quebec Pension Plans, auto insurance, private long-term disability insurance, and Unemployment Insurance Sickness Benefits;
- o tort actions; and
- o non-insurance support programs, including welfare programs and the tax system.

To date a major limitation of the disability income support system has been the inability or reluctance of some of its component programs (e.g. C/QPP disability and social assistance disability programs) to defray the additional costs of disability on an ongoing basis while enabling individuals to make the transition to or remain in the labour force. Programs such as Workers Compensation and private disability programs seem less problematic in this regard.

It would take this report far beyond its intended scope to detail all the provisions of the disability income system that could conceivably aid or hamper positive labour market transitions by people with disabilities. However, descriptive material and identification of key problems with this system have been dealt with extensively in other research.⁴⁷

Other sources of income support that can be instrumental in facilitating positive labour market transitions include a range of training allowances and subsidies delivered through federal EIC programs, cost-shared VRDP and SAR programming, Worker's

⁴⁷See, for example, Health and Welfare Canada, *Inventory of Income Security Programs in Canada, January 1988*; The Roeher Institute, *Comprehensive Disability Income Security Reform*, North York, 1992; The G. Allan Roeher Institute, *The Power to Choose*, North York, 1991; The G. Allan Roeher Institute, *Poor Places*, North York, 1990; The G. Allan Roeher Institute (S. Torjman), *Income Insecurity: The Disability Income System in Canada*, Downsview, 1988; Leon Muszynski, "Improving on Welfare", *Policy Options*, March, Vol. 9 No. 2, 1988; and Terry Ison, "Human disability and Personal Income", *Studies in Canadian Tort Law*, ed. Lewis Klar, (Toronto), Butterworths, 1977.

Compensation programs and to limited numbers of C/QPP Disability Pension recipients.

An important source of post-secondary funding for students, disabled and non-disabled alike, is the Canada Student Loan (CSL) program and associated provincial educational grants. Through the CSL program, the federal government guarantees loans to qualifying students who lack the employment, credit or collateral for consumer loans. The program also enables students to defer the initial payment for several months, in theory until employment has been secured, and allows for up to nine and one-half years for repayment.

In order to qualify for a student loan, full-time students must be enroled in the equivalent of sixty percent of a full course load. Single students are also expected to contribute the equivalent to 45 per cent of the minimum wage for the summer break. For students who have been employed longer than the summer break, a contribution based on earnings is required.

Part-time students must be enroled in the equivalent of 20 per cent to 59 per cent of a full course load. A maximum of \$2,500 is provided, which must be repaid within two years, beginning thirty days after the completion of courses. These loans are made available to very few students -- disabled or non-disabled -- in any given year.

Students who are unable to repay CSLs due to their disability can, with medical certification, recommend to the lending institution that the federal government repay the loan.

Provincial education governments have also in some instances established grant programs that students with disabilities can access for post-secondary programs.⁴⁸

⁴⁸For a more detailed examination of post-secondary funding in Canada, see National Education Association of Disabled Students, *Study of Financial Assistance Available to Post-Secondary Students with Disabilities: Accommodating Individual Needs for the Future*, First Report, Ottawa, NEADS, 1992.

IV. POLICY AND PROGRAM BARRIERS THAT HAMPER POSITIVE LABOUR MARKET TRANSITIONS BY PEOPLE WITH DISABILITIES

A. THE HUMAN RIGHTS FRAMEWORK

The human rights framework in Canada is limited in its ability to stem and address employment-related discrimination as it affects people with disabilities. In turn, the human rights framework is less effective than it could be in facilitating positive labour market transitions among people with disabilities and in counteracting the labour market practices that put people with disabilities at avoidable risk of making the transition away from the labour force. Among the limitations of the human rights framework are the following.

- Bona Fide Occupational Qualifications and Requirement (BFOQs/BFORs) can have the effect not only of screening individuals from specific jobs, but from work altogether. They also place disproportionate emphasis on the responsibility of individuals with disabilities to comply with the criteria established in the provisions.
- While the "duty to accommodate" can be imposed in some circumstances, it is presently difficult to do this in situations (in most jurisdictions) where BFOQs/BFORs have been claimed. The imposition of the duty to accommodate and the related costs principally on employers and unions also creates ample room for employers and unions to claim "undue hardship", and thus to avoid supporting people with disabilities to make the transition to work. Further, union seniority provisions and other features of collective agreements can be used to defend not making jobs available to individuals with disabilities and to defend not making accommodations (e.g. modified hours or work or job tasks).

- Negative public attitudes and stigma against people with disabilities often invade the job interview process, despite the human rights safeguards that have been established.
- The sheer magnitude of demand now placed on human rights commissions in the area of disability and employment, and the commissions' limited resources, render the commissions in many ways unable to effectively deliver on their important mandate.
- The human rights process is largely driven by individual complaints on a case-by-case basis. It can involve considerable delays and costs to complainants who have disabilities. Settlements reached are often between individual complainants and respondents, and thus do little to address the systemic causes of the discrimination that impedes the transition to jobs.

B. THE EMPLOYMENT EQUITY FRAMEWORK

Despite the fact that an array of employment equity provisions have been established, the goal of employment equity has not been achieved. Indeed, progress has been marginal, has been frustrated by a number of factors, and has tended to be noticeable only in some occupational categories. Where greater equity has been achieved, this has often occurred by segregating the people affected by special hiring programs in sheltered work settings, thus making their transition to the mainstream labour force all the more difficult to achieve. The following are among the factors that have impeded progress in the direction of employment equity.

- Employment equity measures have been applied to only a small proportion of employers, and therefore are relevant to only a small segment of the Canadian labour force. Yet, in any given year, a very large proportion of the labour force is likely to make a labour market transition of some description, and the majority of people will make these transitions in sectors of job market not regulated by employment equity provisions.
- The present employment equity framework is neither mandatory nor are its provisions effectively enforced. It thus falls far short of requiring employers to actually design and implement measures that would remove existing barriers to jobs for persons with disabilities.
- The target participation levels that have been established for persons with disabilities are set unreasonably low, and targeting procedures fail to take into account factors such as severity and nature of disability, and the increasing prevalence of disability as people age.
- Current arrangements enable numerous exemptions to be made by employers who can show that they are being expected to shoulder unfair cost or other burdens.

C. THE DISABILITY-RELATED SUPPORT FRAMEWORK

If there are many arrangements through which disability-related supports and services are funded and delivered, each of the systems that are in place has distinct eligibility criteria, and significant numbers of people are not receiving the supports they require and which those systems are mandated to provide.

Among the factors associated with why people are not getting the supports they require are the following.

- Eligibility criteria concerning those who are purportedly "competitively employable" or "unemployable" are used to restrict access to programs, goods and services.
- The delivery "system" for essential goods and services around disability is highly fragmented, and coordinated information and assistance for consumers to deal with that system is often lacking.
- Caseworkers and counsellors have discretionary power to limit access to essential supports and services.
- The cost to individual consumers, of purchasing necessary goods and services when these cannot be accessed through income support systems, is often prohibitive.
- Rehabilitation services remain concentrated in larger urban centres and are used by only the minority. The ongoing investment in institution-based rehabilitation services precludes the development of other options in the community.
- Consultancy services to assist with making the workplace more accommodating are few and far between.
- People with disabilities continue to be plagued with difficulties gaining access to public transportation services. Sufficient attention has not been focused on finding creative ways to enable people with disabilities to take advantage of private transportation options.

- Arrangements for delivering many of the goods and services that are available are not driven by individual need, limit the portability of supports across important educational, training and work environments, and frustrate the flexibility individuals require to make transitions to jobs, education and training.
- Insufficient attention has been paid at the level of funding to developing informal support networks that can play an important role in enabling people to take part in education, training and jobs.

D. THE EDUCATION AND TRAINING FRAMEWORK

People with disabilities are considerably less likely than the rest of the population to participate in educational and training opportunities that can help them make the transition to employment and good earnings. Some of the many reasons why this is the case are as follows.

- Access to fully integrated education at the high school level is left very much to individual school boards and school administrators throughout the country. As a result, many young people are simply denied access on a discretionary basis to the educational opportunities and the related social networks that are often key conditions of successful transition to the labour market.
- Eligibility criteria are restrictive and vary from program to program. The same person might, depending on the program, be identified as completely ineligible for training, or eligible not only for training, but for support services and accommodations in the training site and post-training job

placement. A counsellor may disqualify an individual for being insufficiently motivated, too costly to serve, not employable enough, requiring long-term supports and services, requiring supports and services not available in the community, having a disability not recognized by the system or collective agreements, without a clear vocational goal, wanting to pursue training "irrelevant to the labour market", likely to be absent from training because of illness or disability, already employed, or unable to successfully complete the training within the allotted time frame. It is hardly surprising, then, that participation levels in training and education are so low.

- Often people are only eligible for education or training, or find it feasible to participate, if they can first get the support services they need to take part. This is a problem where those services are not available or where they are available only in ways or at times that conflict with training.
- Provisions for delivering education and training are complex. The "system" is, in fact, so complex that it presents a major challenge to individuals trying to understand it and gain access the opportunities it may provide.
- Training opportunities are unevenly and inequitably distributed across the provinces and territories, and across rural and urban areas. This means that people may have to move to take training, and in the process leave critically important support networks behind.
- The training that is provided is often entry level training for unskilled jobs.

- People with disabilities often do not have the opportunity to continue in training or to integrate into the workforce once their training is completed and their training subsidies have run out. Training for many thus becomes a "dead end".
- Many individuals are trained in sheltered settings, and thus have serious difficulty making the transition into the mainstream labour market.
- Many training opportunities are simply too short to be useful.
- Training and education for which funding is available is often unsuitable to individual needs and interests, or fails to address individual learning styles, or is delivered in sites that are not accessible.
- Training that is available to Unemployment Insurance beneficiaries does not benefit the hundreds of thousands of persons with disabilities who have not recently been in the labour force. However, many of these people are interested in taking part in training and in making the transition to the labour force.
- Income support or replacement systems have provisions that often discourage or prevent people from taking training.
- Federal/provincial/territorial cost-sharing arrangements mean that people with disabilities who live in poorer provinces have a narrower choice of training options. In these provinces, people with disabilities are most under-represented in the labour market.

- Variations and inequities are present across the national training "system" because provinces and territories manage the delivery of some forms of training outside of a national framework to ensure equity.
- People with disabilities have been poorly represented in the policy process through which training priorities are determined and funding allocated. The planning process is increasingly shifting to the local level, outside of government control. As a result, there are well-founded fears that people with disabilities may have even less of a role in priority-setting and in the economic management process in the future.
- Accountability measures to ensure that people with disabilities have access to training have not proven effective in the past. There are serious questions about how effective these will be in the future.
- Mechanisms that would enable people with disabilities to have input to the design and delivery of training at the community level have not been systematically developed.
- Employer-driven demand for trainees can place unrealistic expectations on voluntary organizations that are mediating between people with disabilities and employers. Employers often lack the competence and personnel to provide effective training once trainees have been identified.
- Many people with disabilities are able to gain access to training only if they happen to live near the few agencies that can coordinate the process. This presents significant problems for people living areas where population density is

thin and where coordination services with an understanding of disability issues are unlikely to exist.

E. THE FRAMEWORK FOR COORDINATING TRANSITIONS WITHIN THE LABOUR MARKET

While a variety of systems are in place to deliver services to help individuals coordinate and manage their transitions into employment, representatives from government and from community agencies consistently point to the lack of adequate vocational counselling services as a major barrier to the training and employment of people with disabilities. Moreover, while these services and their providers can play a constructive role, they can also add to the problems that individuals are facing.

In terms of the **assessment and counselling** process:

- Individuals typically face delays of months and even years, being "bounced" from department to department, and may have to uproot themselves and travel considerable distances to get assessments and counselling. These factors are disincentives for many to become involved in the assessment and counselling process, and lead many others to simply "give up" in discouragement.
- The assessment process can be degrading, and once it is completed, there is no guarantee that individuals will get the supports and opportunities they are seeking. Again, these factors create disincentives for people to become involved in the assessment process.
- The assessment process is increasingly being substituted for counselling in some instances. This means that individuals are not getting the kind of counselling input they require

to make informed choices about the options that are open to them, and about how to make the necessary arrangements to make transitions to those opportunities.

- Potential conflicts of interest are present where the agencies that are contracted to provide assessments are also contracted to provide vocational counselling services and sheltered work and training.
- Counsellors may not be able to adequately "detach" themselves from the system that employs them so they can provide their clients with a complete overview of the options that are open to them across other systems. Nor are counsellors usually empowered to operate across systems to assist individuals obtain goods and services available outside their particular delivery systems.
- Vocational counsellors are often mandated to function as "gate-keepers" to the opportunities (e.g. training, education, funding) about which they provide information. They are also under pressure to contain costs, and are thus often in a conflict of interest situation.
- Not infrequently, government contracts vocational counselling out to agencies that are not, for a variety of reasons, able to provide this service effectively.

In terms of information, referral and placement services:

- Canada Employment Centres (CECs) have generally not done an effective job in addressing the needs of people with disabilities, and are "backing away" from having any expertise at all in this area.

- As CECs back away from having expertise in the area of disability, the voluntary organizations contracted under CJS/LFDS, VRDP and other arrangements to provide these services are chronically plagued by funding problems. These problems are not being adequately addressed at a policy level.
- Organizations with expertise in the area of disability are typically "bogged down", and can realistically serve only limited numbers of people. Thus, individuals who are already disadvantaged in the labour market and who have to frequent these agencies because mainstream referral and placement agencies are not much help, are at even more of a disadvantage in the labour market.
- Counselling services provided through the secondary and post-secondary educational systems tend to have significant difficulties adequately addressing the needs of people with disabilities.
- Individuals who are "clients" of one delivery system, such as Workers' Compensation, can find themselves disqualified from receiving services that may prove more effective from other systems, such as those delivered by Employment and Immigration Canada (EIC).

F. THE INCOME SUPPORT/REPLACEMENT FRAMEWORK

A number of significant problems with the disability-related income support/replacement "system" continue to hamper positive labour market transitions of people with disabilities.

- Eligibility criteria, such as the "unemployability" criterion, ceilings on earnings, and ambiguous criteria around "need" make it difficult for many individuals to get the supports they require and at the same time take part in training, education or jobs. Programs like welfare and C/QPP paradoxically require individuals to completely remove themselves from the labour force, or to maintain only a token involvement with it, if they are to get the supports they require.
- Many pension and benefit recipients have a fear of losing coverage for essential benefits, especially medications, assistive devices and other goods and services that are frequently costly but that can be critical to health and well-being. That fear in turn discourages many from attempting to make the transition to the labour force.
- Uncertainties and delays around re-qualifying for benefits once the job ends prevent many from seeking employment in the first place.
- While many people with disabilities require ongoing support, the funding that is available for disability-related supports during training is usually available on a short-term basis only. That is, there is usually an expectation that the recipient will become completely independent of support and the associated funding at the end of the fundable period. This is an untenable arrangement for many. Many will avoid the transition to work if such a transition would bring with it a virtual certainty of interrupted support and a resulting job loss / disruption.

Arrangements governing the delivery of other sources of income, such as student loans and grants and training allowances,

can make it possible for individuals make the transition to the training and education that could facilitate labour market integration. However, using those sources of income as a means of making the transition to the labour market is problematic for many people.

- Access to these forms of funding can hinge on having the "correct" form of disability, which depends on the province or territory and the program under individuals seek entitlement.
- The dollars that are available tend to be targeted to persons with clear vocational goals, who are involved in educational programs that are clearly oriented towards labour market activity, and who satisfy other eligibility criteria. In other words, the dollars are not widely available. Dollars are not likely to be available to people who are unclear about their vocational goals. This would include large numbers of people with disabilities who have not been able to frame clear vocational goals precisely because they have been systematically excluded from participating in the labour market and thus from working out their occupational direction on the basis of their experiences in the labour market.
- Training allowances can be extremely difficult for people with disabilities to obtain because of restrictive eligibility criteria governing access to publicly funded training opportunities.
- People who are receiving disability benefits through welfare and other programs may not be permitted to retain these benefits while receiving a post-secondary education or while in receipt of student loans or training allowances. If they

are allowed to retain training allowances, a portion of their benefits may be "clawed back" so there is little or no income gain.

- People identified by the welfare and other systems as "unemployable" are often denied access to training and education and the related subsidies or allowances in the first place. Yet many could feasibly make the transition to the labour force if they could retain the disability-related supports to which they may have access by being designated "unemployable" and if they could gain access to the learning opportunities from which they are excluded.
- The level of funding that is made available through the Canada Student Loan program and other provincial arrangements is often inadequate to cover the real costs of living and studying with a disability, as are training allowances delivered through CJS/LFDS, SAR and other training arrangements.
- In light of the slim prospects of getting a well-paying job upon the completion of studies, the large debt load that individuals are likely to contract in exchange for their education discourages many from applying for post-secondary funding.
- Because of factors relating to disability, many people can only manage part-time studies or training. Yet these people are among those least likely to qualify for training allowances and for adequate student loan arrangements.

V. THE COSTS OF THE FAILURE TO SUPPORT PEOPLE WITH DISABILITIES MAKE THE TRANSITION TO THE LABOUR MARKET

A. FINANCIAL COSTS

It has been estimated that 5,127,000 accidents are responsible for 51 million activity-loss days a year in Canada (1987)⁴⁹ Of these, 1,697,000 accidents occur as a result of automobiles and a further 1,052,000 are work-related.⁵⁰ The cost of hospital days alone as a result of accidents is in excess of \$648,000,000 at an average hospital stay of 18.9 days per accident victim. Personal out-of-pocket costs sustained by automobile accident victims exceed \$647,000,000 and, for persons injured on the job, \$294,000,000 in 1987 dollars. Many accidents result in either short-term or permanent disability.

No doubt, new estimates on the current costs of disability will be forthcoming in the near future. On the basis of 1986 data, however, it has been estimated that the annual value of time lost as a result of the chronic disabilities of working age Canadians was 13.9 billion dollars. The value of time lost due to short-term disability was 2 billion dollars. Workers' Compensation paid out an additional 2.7 billion dollars in disability pensions in that year and 380.8 million for health care benefits. The Canada and Quebec Pension Plan Disability Benefits program paid beneficiaries 949 million, and another 242 million dollars were covered under Unemployment Insurance Sickness Benefits.⁵¹ In 1989, the Canada and Quebec Pension Plans were paying disability beneficiaries 1.8 billion dollars, and

⁴⁹Statistics Canada (Wayne Millar and Owen Adams), *Accidents in Canada*, Ottawa, 1991 p. 45.

⁵⁰*Ibid.*, Table 3.

⁵¹Donald T Wigle, Yang Mao, Tina Wong, Rachel Lane, *Economic Burden of Illness in Canada*, 1986, Ottawa, Health and Welfare Canada, May 1990.

Workers' Compensation pensions reached 3.9 billion.⁵² It has been projected that Workers' Compensation claims alone will account for more than 7 billion current dollars by the year 2000.⁵³

This is to say nothing of the certainly enormous but difficult to calculate costs to provincial welfare and social service systems of persons with disabilities who are unable or prevented from integrating into the labour market. There are further costs to private and public insurers of long and short-term disability benefit plans, public and private-sector costs of administering the numerous systems that are in place to manage disability-related benefits, out of pocket expenses borne by those who become disabled that are not covered under any program, and costs ultimately to employers and to the Canadian consumer economy of rising insurance premiums and taxes to deal with this problem.

While the costs of disability are difficult to calculate with precision, by all measures the costs to Canadian society are substantial and many of these costs are unavoidable. However, people with disabilities face disproportionate challenges in making the transition to the labour market and this makes it difficult for them to establish a pattern of earnings that could in turn be recycled through the economy and tax system to help defray some of these enormous direct and hidden costs. It stands to reason that the real cost of failure to re-integrate people with disabilities who want to work into income generating economic activities is almost certainly having a dampening effect on Canada's overall economic well-being.

The cost of failure at the level of policy to enable people with disabilities to make the transition to work also has a direct bearing on the employer's bottom line. Time spent on the

⁵²Health and Welfare Canada, *Inventory of Income Security Programs in Canada*, Ottawa, July 1990.

⁵³Labour Canada, *Trend Analysis - Occupational Injuries, Compensation Claim Costs, Workdays Lost and Strikes and Lockouts*, Ottawa, 1990, Figure 4.

job in a given week by employees can be taken as a measure of productivity. The inability or reluctance of employers to accommodate disabled employees can be taken as an indicator of a policy failure to ensure job integration/re-integration. If these points can be assumed, then the failure to do what it takes to assure integration spells lost productivity. As Table 16 shows, over seventy per cent (70.1) of people with disabilities who require accommodations in mainstream jobs (i.e. not in sheltered work), and who believe they have been adequately accommodated⁵⁴, are on the job thirty-five hours or more in a given week.⁵⁵ This figure approaches the proportion of non-disabled persons on the job thirty-five hours or more (75 per cent). Yet many others do not have adequate accommodations available to them. The latter are much more likely to be completely off the job in a given week.

Of some interest is the fact that people adequately supported by their employers to participate in mainstream jobs are less likely (45.7 per cent) than persons not receiving and not needing accommodations (68 per cent) to have mild disabilities. That is, those receiving adequate accommodations are more likely to be moderately and severely disabled (36.0 and 18.3 per cent respectively) than those not receiving or needing accommodations (28.3 and 3.7 per cent). In fact, individuals receiving adequate job accommodations are generally more severely disabled than the working age population with disabilities as a whole.⁵⁶ Yet, they log more hours per week at work than other workers with disabilities. This finding suggests that people who

⁵⁴That is, people who are being accommodated on the job do not indicate a need for further accommodations.

⁵⁵Accommodations here means any combination of: assistance from others on the job; special equipment; modified hours, days, duties or architectural settings; special parking; etc.

⁵⁶The breakdown of the working age population in terms of severity is as follows: mild - 51.6 per cent; moderate - 33.1 per cent; severe - 15.3 per cent.

have moderate and severe disabilities --- who are seriously under-represented in employment -- would be in a better position to make the transition to jobs, and to help defray some of the social costs relating to disability, if the conditions that would enable them to enter and remain in the workforce were more widely in place.

Moreover, the sooner efforts are made to bring individuals back into employment following time loss due to work-related disability, the more likely it becomes that they will be able to resume their activities in the labour market.⁵⁷ While there is as yet little in the way of direct evidence to show the economic prudence of initiating planning for labour market integration as early as possible in the lives of youth who have disabilities, it is known that the earlier this process begins the more successful the outcome of planning for integration into the labour market (Bates, 1990). On both counts, the economic implications are clear: an early investment of the "up front" resources needed to enable individuals with disabilities to return to or make an initial transition to the labour market can be the economically prudent course of action over the long-term.

B. HUMAN COSTS

Not all costs can be translated into statements about the financial bottom line. There are high human costs in terms of lost self-esteem and poor mental health that result from society's failure to re-integrate into the labour force people who have disabilities. The longer individuals are away from the workplace, the more likely it is that they will experience some kind of difficulty in the area of emotional/psychological well-being (Table 17). Other costs include the gradual erosion of the skills and self-confidence necessary not only to hold a job,

⁵⁷Gross, *Ibid.*

but to participate and contribute as an equal in other aspects of social life.

VI. EFFECTIVE TRANSITIONAL SUPPORTS: KEY ELEMENTS AND SELECT MODELS

As this report has shown, the provisions that are needed to enable people with disabilities to make transitions into training, education, and the paid labour market are many. Responsibilities for ensuring these provisions are in place and effective are spread across a highly complex -- some would argue incomprehensible -- array of policy and program areas, delivery systems and individual providers. To some degree this diversity and complexity of arrangements is to be expected. Disability, after all, is something that must be addressed on a number of fronts if individuals are to participate fully in Canadian society. Collaboration among many partners with diverse interests is thus required. On the other hand, the diversity and complexity is in large measure the result of generations of inertia and haphazard tinkering in which disability has not been framed holistically nor holistic and coherent responses developed. On both counts it would be simplistic to reduce the challenge of enabling people with disabilities to make positive transitions within the Canadian labour market to a matter of providing a discrete set of goods and services that can be delivered through a particular "transition program".

Instead, effective and successful transitions are made possible when there is a capacity across a variety of institutions -- educational, labour market, government, consumer and service agencies -- to enable transitions to take place. This points to the critical importance of coordinating efforts across a range of policy and program areas and delivery systems, and of developing policies and program initiatives in each of these areas that support positive transitions and participation. Such policies and initiatives should be consistent with one another and organized within a broad guiding framework aimed at facilitating labour force integration and the transitions to

training and education that can make integration more possible. At the present time Canada is far indeed from having achieved such a well ordered state of affairs.

This research has outlined the general policy and program framework within which any number of initiatives have been developed to promote the employment of people with disabilities (Section III). General policy, program and delivery issues that can hamper successful transitions have also been identified (Section IV). The present section focuses in on the key elements of effective initiatives designed specifically to facilitate the transition of people with disabilities to the labour market, or that ultimately support such transitions. Critical policy, program, and delivery factors that affect the realization of effective transitional initiatives have also probed.⁵⁸

The factors that help account for successful transition include:

- individual choice
- social support
- mandated individual planning support and coordination
- adequate supports and services
- educational status
- work experience
- the demand for labour

⁵⁸The primary research carried out for this paper, as well as an analysis of literature on the transition from school to work by people with disabilities, and The Roeher Institute's recent study on employment and disability in Canada (On-Target?) have been drawn upon to identify these constructive elements.

A. INDIVIDUAL CHOICE

Providing opportunities for persons with disabilities to exercise choice has been identified by governments and by the disability community as a key aim. Protecting and enhancing self-determination for people with disabilities is seen as one way in which people can be supported to make the transition from segregated service systems to participation in the mainstream of society, including in mainstream training opportunities and in the regular paid labour market.

The idea that individual choice should be a driving force in provision of transition initiatives for people with disabilities is relatively new; it was not until the end of the 1980s that the literature on transitional programming and planning began to place emphasis on the importance of individual choice as an essential component in efforts to support transitions (Wehman, 1992).

Indeed, research has identified the exercise of individual choice as a central component of successful transitions into higher education, training opportunities, the paid labour market, and adulthood generally (Wehman, 1992). For example, the student's exercise of choice in what they are to learn and in the kinds of work they are to do, strengthens their motivation, spurs them to pursue active learning strategies, and promotes their capacity to generalize learning from one setting to another (The Roeher Institute, 1990a). These capacities are becoming more essential in a labour market increasingly characterized by flux (e.g people making transitions into the labour force for the first time, changing jobs or employers, departing from the labour force for education / training, re-entering employment, and so on).

In that individual motivation to learn and to work is becoming increasingly important, it has been identified as an eligibility criterion for access to employment counselling and

programming under the LFDS Employability Improvement Program, the program under which most people with disabilities are likely to gain access to EIC-funded training. It has also operated as a "de facto" eligibility criterion under VRDP-funded programming. Because of this eligibility criterion, and because motivation is an important resource in driving the various transitions that come with labour force participation, it is important that determinants of motivation, such as individual choice, be widely promoted.

1. Model Initiative

The Edmonton Catholic and Public School Boards initiated a transition planning pilot project in 1988 to deal with the fact that students with disabilities were graduating from high school to face adulthood with a lack of appropriate services, with mainly segregated options to "graduate" to, and with lengthy waiting lists for the only services that were available. The pilot project involved establishing a planning team made up of the individual, family members, teachers, and an adult services worker with responsibility of coordinating the planning process. Participants found that the role of the adult services worker was essential in developing a formal plan for transition, and in ensuring that the needed services and supports would be available upon graduation.

The project pointed to the need to ensure that transition plans were formalized to some extent, in order that agreements for service delivery could be established while keeping the person's transition goals at the centre of the planning process. Students and families felt that the planning process resulted in a sense that they "owned" the transition plan, and that through

their participation in the decision-making process transitional planning had been a process of "empowerment".⁵⁹

2. Factors Affecting Individual Choice

There is growing recognition of the legal, ethical, and "developmental" importance of protecting and promoting individual choice. However, funding arrangements, the education sector, and specialized service systems are currently designed to reinforce segregated training options and professional control of decision-making. Such arrangements reinforce the dependency of persons with disabilities and limit their opportunities to exercise choice in education, training, and work settings.

Funding policies, and in some instances legislative requirements, place decision-making power largely in the hands of financial assistance workers; employment counsellors attached to EIC, VRDP, or provincial social assistance departments; and, community service agencies which receive grants and contracts to provide sheltered training/workshop opportunities/ supported employment options. This vesting of decision-making power in the service delivery system leaves many people with individuals facing sheltered training/workshop situations as their only option if they want both to retain personal support services and have some training opportunity.

Policy analysis has pointed to individualized funding as a means which has significant potential to assist people exercise self-determination. By placing dollars for purchase of

⁵⁹For an evaluation of this pilot project see, Linda McDonald, F. McKie, G Webber, "Transition Pilot Project: Implications for Adult Service Providers," *Canadian Journal of Rehabilitation*, 5 (2), 1991.

disability-related supports and services in the hands of people with disabilities and/or giving them contractual power in decisions about how the dollars allocated to them will be used, they will have greater opportunity to make choices to participate in mainstream post-secondary, training, and workplace settings. Analysis of the Canada Assistance Plan has indicated that dollars allocated under the assistance provisions of the CAP could be individualized. Dollars allocated under VRDP agreements can be individualized as well.

While individualized funding arrangements are increasingly being put in place in one form or another at the local and community agency level, they have not been implemented system-wide. The Day Program Coordination Project (discussed below) is one of many examples.⁶⁰ These initiatives provide a basis for "incremental" implementation of individualized funding, and provide a wide range of models for incorporating individualized funding into transition planning and programming.

Some service agencies that provide segregated/sheltered training and workshop options are beginning to re-organize their service delivery. Their intention is to promote individuals' choices to leave sheltered settings, or to ensure the consumer has the option of never having to participate sheltered arrangements in the first place. These agencies are supporting individuals to participate in mainstream post-secondary education and paid labour markets. However, they face substantial limitations in making such a re-organization effective. Current funding regimes provide incentives for remaining as a sheltered setting, and denying other choices for individuals.

⁶⁰The Roeher Institute is currently undertaking an extensive review of individualized funding projects in various parts of Canada.

B. SOCIAL SUPPORT

Analysis of the 1986 Health and Activity Limitation survey indicates that social supports, including family, friends, and contacts in the community, is associated with successful transition into the paid labour market (The Roeher Institute, 1992). Family and friends can play an important role in the individual planning process that is part of preparing for transitions from secondary school, or some other setting, into the labour force. They provide insight into the history of the person, their strengths and needs, as well as their hopes about education and employment. Their input is critical in the individual planning process for transition where the person with a disability is not able to speak for him or herself, or be understood by those other than family and friends. It is usually family and friends who will provide the supportive network during the various transitions that a person makes into and out of the labour force. Consequently, their involvement in the planning process, and recognition of their value in the process, is a critical component of successful transition programs.

The lack of support to families is one reason why families have to place family members with disabilities in institutional care. While there are commitments by governments to "deinstitutionalize" persons with disabilities, institutional placement is still an option when families are no longer able to cope with being primary caregivers. The "transition" from institutional placement into integrated training opportunities, living situations, and the paid labour market is often more difficult than the transition from the family home and secondary school into adulthood and the paid labour market. Where people have been institutionalized for lengthy periods of time, there is a greater tendency for relationships with family members and other social supports outside of the institutional setting to break down. This means that a process of strengthening and/or

building social support networks must be given a priority in efforts to promote transitions for people who have been institutionalized.

Lack of social support from peers, and a sense of alienation and isolation has been identified as problems faced by "school leavers", those leaving school before graduation (Price Waterhouse, 1991). Because those who complete high school tend to have a higher rate of labour force participation than among school leavers, and because it is a pre-requisite for post-secondary education, the factors such as lack of social support that underlie school leaving are important to address in efforts to promote successful transitions. For people with disabilities, it is especially important to give attention to this factor. Their school retention rate is lower than the general population, and they often have greater difficulty in developing peer networks.

Without strong social networks, people with disabilities tend to become overdependent on service systems, where they feel isolated and lonely; where volunteers and paid professionals become their main source of companionship; and where the threat of institutionalization remains (The Roeher Institute, 1990b; Lord and Hearn, 1987; McKnight, 1987). Social networks can provide the resources that enable people to shift from highly regulated service systems to greater independence, drawing upon their social support network as required (Gottlieb, 1985). Transitions into and within the labour market can be facilitated by the flexibility of resources and supports which social support networks provide.

1. Model Initiatives

There are several initiatives and models in place to facilitate the development of social support networks including family support; advocacy supports; peer support; and education-based social supports.

a) Family Support

Family support services are designed to fulfil a number of functions, including: support the family's role as a caregiver; prevent out-of-home placements; maintain family unity; and reunite families with family members who have been placed in services outside of the home (Wehman, 1992:150). While a "family support policy and program framework" is lacking in Canada, a number of family support groups have evolved out of the efforts of parents who have sons and daughters with disabilities.

The "Family Support Institute" in British Columbia, attached to the British Columbia Association for Community Living, provides information to families about services, etc.; provides workshops and training events related to improving skills in negotiating with agencies and governments; and supports networking and mutual support among families. The Family Support Institute carries out its activities based on three key assumptions: that families are effective agents for their family members with a disability; families are an essential resource in planning and devising support strategies; without family support, families will not be able to play these roles.

b) Advocacy Supports

Efforts to build social supports (beyond volunteers and paid professionals) have been pioneered by "citizen advocacy" organizations in various communities. Citizen advocacy is based on the assumption that the most effective advocacy for people with disabilities -- advocacy that will assist people get past the barriers to housing, work, and education -- emerges from personal relationships. In the view of citizen advocacy organizations, paid advocates, and volunteers are "stop gap" measures. Real inclusion for people with disabilities must be based on the building and maintenance of ongoing, and mutual relationships. Therefore, citizen advocacy groups focus their efforts on "matching" and supporting a relationship between a

person with a disability and a person committed to entering a personal relationship with him or her. Organizations have found that building such social relationships takes enormous amounts of energy, time and resources on the part of coordinators.

The provision of advocacy services is receiving increasing attention at the policy level, especially in relation to people who are vulnerable in the community. In Ontario, provincial legislation has recently been passed with the purpose of establishing an "Advocacy Commission". Its mandate will be to provide paid advocacy services, and to promote the development of advocacy supports around persons who are vulnerable, including persons with disabilities.

c) Peer support

Peer support in the disability community involves opportunities for people with disabilities to meet and take part in ongoing relationships with one another, and to provide input and mutual aid/support on any number of issues. The consumer mental health network has piloted a number of peer support initiatives. These are proving helpful to consumers during their transition to post-secondary studies, training and the labour market. Independent Living Centres also function as focal points for peer support in many cases.

d) Social Support in the Education Setting

In the context of promoting effective education integration for students with disabilities and preventing "school leaving", there have been a number of efforts to actively build social supports for persons with disabilities in the education setting. Building "circles of friends" has been identified as one approach, where an network of peers is established around a person with a disability. The network can provide information and supports of various forms, as well as friendship from at least some of the members of the circle (Forest, 1987; Perske,

1988). Less formal approaches to arranging social supports have also been implemented in inclusive high school programs in various parts of the country (Crawford and Porter, 1992).

The University of Alberta's "On Campus Program" has been established with the purpose of socially integrating students labelled as mentally handicapped. Program coordinators identify non-disabled student volunteers who are willing to form volunteer networks around students in the program, to provide support and friendship. The program has been successful in enabling students who would likely not have been able to manage a involvement in a university education to participate in university life and a variety of educational programs.

2. Factors Affecting Provision and Development of Social Support

A policy vacuum engulfs the initiatives that attempt to build, maintain, and strengthen social supports. Various family support groups advocacy, and consumer organizations do receive project and year-to-year funding. However, these organizations are under-funded, and are finding their effectiveness limited in the face of increasing numbers of people and families requiring support. The Advocacy Act in Ontario is one of the most significant policy developments in this area, and represents the establishment of a province-wide advocacy resource. However, the Advocacy Commission is not yet in operation and thus it is too soon to tell whether adequate resources will be allocated to meet the needs for immediate advocacy and for the development of social supports.

While it is essential that efforts be made to build family support organizations and social support within the education system and the community, efforts to do so should not lose sight

of the factors which have led to the lack of social support in the lives of so many persons with a disability in the first place. For example, the lack of financial support to families and to persons with a disability has led to institutional placements, which have removed persons from opportunities to maintain and develop social networks in the community. Funding, educational, vocational and service systems have reinforced the decision-making authority of professionals at the expense of the input of family and friends, and have thereby devalued the role of social supports in a person's life. Unless those issues are confronted, the development of various support arrangements will have less in the way of positive impact than could be the case.

In order to support the individuals whose social networks have been dissipated or who have difficulty forming social networks (in the school setting, for instance), it is essential that policies and mechanisms be established to strengthen and foster the development of social supports. Consumer and advocacy organizations in the disability sector are well placed to provide the facilitating role and/or to play a training role for facilitators of social supports. As mentioned, however, these organizations are fraught with funding problems that are not being adequately addressed at the policy level.

C. MANDATED INDIVIDUAL PLANNING SUPPORT AND COORDINATION

While many youth with disabilities are involved in special education classes and schools, an increasing number are attending integrated high schools and classes. However, because of barriers to the labour market and to post-secondary education, many graduate from school with nowhere to go other than segregated placements in day programs that can further hamper transitions to jobs and post-secondary education. The problem arises in part because of a lack of effective "transition planning" at an early

enough stage to identify training and career "paths" worth pursuing and the strategies to embark on these.

Research has pointed to the importance of transition planning for young people well before they graduate -- preferably early in their secondary school years. Bates (1990) has suggested that the planning process should begin when a person is 14 years old. The two planning process that follows should be devoted to:

- developing a student's vocational goals;
- building a context of community support for the person;
- identifying the kinds of competencies that will be required for post-school training, education, and employment decisions;
- adapting the high school curriculum in order that these competencies are developed;
- developing a plan and options for living as an adult in the community, with employment and training as one aspect of the plan;
- identifying needed supports to make the transition effective, and identifying funding and service delivery options;
- building collaboration between the school, parents/friends, support agencies, potential employers, and post-school training/education providers.

In research on transition planning and programs in Canada, the facilitation of coordination and collaboration between the

various players in the transition process -- individuals with disabilities, families, high schools, community services, business, labour, post-secondary training and education institutions -- has been identified as one of the critical factors behind successful transitions (MEDC Employment Development Inc., 1992). Steere, et al. (1990) have identified a number of *principles of shared responsibility* that should guide the transition planning process for people with disabilities so that needed collaboration and coordination can be effectively carried out. These principles include:

- Students and their families must be included as equal and collaborative partners.
- Students should learn functional community-referenced skills during educational years.
- Services should be aimed at preparing supports, not people.
- The planning team should ensure that all necessary connections with adult services and funding agencies are established and maintained.
- A major goal of the planning team is to ensure that each student graduates in paid community employment.
- Transition planning efforts should result in employment experiences that allow each student to attain an improved quality of life.

Because transition planning is important in enabling transitions for people with disabilities into employment, independent community living and into adulthood, resources need

to be directed to this function. It is clear that the aspects of the planning process identified above, and the principles which should guide the process, require a focused and coordinated effort. However, the role of transition planning has generally not been identified in policy and programming within the education or social service sectors, and efforts to support such planning remain piecemeal.

1. Model Initiatives

a) Service Brokerage

The "Day Program Coordination Project" (DPC) in Ottawa-Carleton, Ontario, was designed explicitly to promote individual choice for students with disabilities (primarily students labelled as mentally handicapped) to make transitions from school to training and to the paid labour force. The DPC acts as a brokerage agency and has established, through the Area Office of the Ontario Ministry of Community and Social Services, individualized funding arrangements so that individuals whom the agency brokers for can purchase need personal supports and transportation. Initially, the agency assisted individuals move into and between day programs in the region, but increasingly has supported individuals to enter post-secondary education, and supported employment.

The agency has worked extensively with the school boards in the region and where possible begins the transition planning process for high school students in the year preceding graduation. The school boards have come to see the DPC as well-equipped and situated, within the context of the community and other service agencies, to provide the individual planning support and coordination for transition planning. Both the school boards and agencies providing support services identify the independence of the brokerage and its coordination of

planning support as key factors in making transition planning and the transition beyond the school successful.

b) Transition Planning for Post-Secondary Education

The Atlantic Centre of Research, Access, and Support for Disabled Students at St. Mary's University in Halifax, Nova Scotia provides assistance in transition planning for students with disabilities who plan to move on to post-secondary education at the University. The Centre is unique in that it begins providing transition planning support and coordination as the student prepares to enter the university, throughout the student's university career, and through their transition beyond the University to the paid labour market. Consequently, the Centre provides a single point of access for students, employers, and university administration and teaching faculty, which encourages collaboration to make the various transitions from secondary school onwards more effective and successful.

2. Factors Affecting Provision of Effective Transition Planning Support

Research on transition outcomes has pointed to the need for a formal, mandated transition service if effective transitions are to be achieved (for example, Horrocks, 1991). However, there is currently no mandate within the education sector or the social service system to fulfil this mandate. Consequently, in the instances where a planning process is initiated, a variety of different players, from high school counsellors to personnel from service agencies in the community, tend to participate in playing this role. Even in these cases, however, there is a tendency for those providing planning support and coordination to define strict boundaries around their involvement. Coordinating a transition planning process for up to two years before a person graduates from secondary school, supporting the transition

itself, and providing follow-up planning support and coordination can involve an extensive investment of personnel time and other resources. Because it is most often the case that no agency is mandated to play such roles, funding policies and arrangements to support the transition planning function have not developed, nor has the capacity to deliver this service.

There is some capacity to provide "vocational counselling" and planning support within:

- the education sector (through secondary school counsellors and designated student counsellors at the post-secondary level);
- labour market agencies like CECs and contracted agencies under Outreach, etc.;
- provincial social service departments assisting "welfare-to-work" transitions, and providing services to people with disabilities;
- disability-related service agencies providing specialized vocational and residential services.
- disability consumer and advocacy agencies;
- information, planning, and coordinating bodies in the disability sector, like independent living centres (ILCs), service brokerage agencies, and independent service brokers

However, because of lack of mandate and funding in any of these cases for managing transition planning, it tends to be carried out haphazardly, if at all.

Those who provide planning support and coordination services to people with disabilities must have sensitivity to disability

issues, as well as firm commitment to the values of self-determination, equality, community inclusion, and the capacity for all persons to participate in the paid labour market, given the right supports. The shift to generic counselling services in CECs, away from specialized "disability" counsellors, has been found by many in the disability sector to have limited the effectiveness of counsellors in providing the kinds of vocational planning support and coordination that is required to put in place what can be a complex package of services and supports to enable a person to participate in training, education, and paid employment. Furthermore, CECs have been found to be inaccessible to people with disabilities in a number of instances. This has meant that, while an adequate funding base for the counselling and individual planning function has not shifted to other agencies more skilled in providing the function (disability-related service agencies, Outreach, consumer organizations, etc.), these agencies are nonetheless left to provide the planning, counselling and coordination services that are required if people are to make transitions into the labour market. This "shadow system" of services remains under-funded, lacks security of funding, and is being requested to pick up an ever-growing portion of the demand for planning and coordination. Yet it remains the most effective system because people working within it have a long experience of supporting people with disabilities, some have disabilities themselves, and the commitment to labour force integration is often strongly held.

Provision of planning support and coordination services by the education system is inherently limited. While counsellors within this system may have a knowledge of the person involved, they often lack awareness of labour market issues, community supports, and issues that are likely to face persons upon graduating from school.

Individual planning support and coordination services have been found to be effective where the planning support is provided

by an agent that is autonomous to some extent from the service agencies involved, whether the education system or agencies providing residential, vocational or other services (The Roeher Institute 1992; 1992a; 1991; Crawford, Dickey, and Salisbury, 1988). This autonomy enables planning support to be accountable to the individual and his or her support network. Furthermore, because the planning agent does not have vested interests in any of the players, he/she tends to be better positioned to coordinate diverse input, keep the person at the centre of the planning process, manage conflict and differences, and maintain legitimacy among the various players in the planning process.

D. SUPPORTS AND SERVICES

A number of supports services may be required if people with disabilities are to make the transition into post-secondary training, education and the paid labour market⁶¹, including:

- paid personal supports;
- rehabilitation services;
- aids and devices;
- environmental adaptations to the work/training site;
and
- transportation.

These supports are delivered under the variety of funding, policy, and program arrangements, as discussed in section III. A number of very serious policy and program issues affect the

⁶¹For an extensive review of supports and services for persons with disabilities in Canada see The Roeher Institute, *On-Target?* (1992) and The Roeher Institute, *Nothing Personal* (Toronto, 1993, forthcoming).

access of people with disabilities to the supports they require. Central issues have been outlined in Section IV.

Disability-related supports and services have been raised again in the present section to underscore the point that they often operate as a necessary condition for positive labour market transitions in that they make it possible for individuals to take part in a range of learning opportunities and activities in the labour market. If these supports are not in place for those who require them, the ability to complete high school and make the transition to post-secondary training, education and jobs is critically hampered.

E. EDUCATIONAL STATUS

This report has pointed to the importance of school retention, and completion of secondary education as a factor contributing to successful transitions.

Another feature of educational status has to do with the integrated or segregated nature of education received. One of the defining features of the educational status of students with disabilities tends to be the delivery of their education through "special education" classes and schools, and segregated training programs at the adult education and community college level. While this situation is changing and an increasing number of students are being included in regular classrooms, educational policies and procedures still tend to reinforce "streaming" students with disabilities into segregated educational options (Crawford and Porter, 1992; The Roeher Institute, 1990a). Thus, educational institutions at the secondary and post-secondary level have a "two-track" education system: one for students with disabilities; one for students without disabilities.

Yet, research has pointed to the importance of integrated educational opportunities for the success of the long-term

transition of people with disabilities from school to the community, adulthood, and the labour market (Wehman, 1992). In addition to developing competencies and obtaining educational status, they are more likely to learn the social skills and the negotiating skills, and to develop the social networks that will see them through their transition and adulthood.

In the context of Charter-protected equality rights in Canada, and the Province of New Brunswick's statutory right to integrated education at the primary and secondary levels for all students regardless of disabilities, practices for education integration have undergone substantial development in recent years. A large body of experience, models, and research demonstrate that education integration is both possible and effective when appropriate resources are in place.⁶²

The experience to date shows that the "infrastructure" that is required for managing education integration at the individual level is precisely the same infrastructure needed for successful transition planning, coordination, and follow-up. The research shows that where successful inclusive education is being practised, there are: effective mechanisms in place to include parents in the decision-making process; policy and organizational commitment to full inclusion; a "visionary" leadership in support of inclusion by school and district administrators; arrangements to facilitate collaboration and coordination between educators, community professionals and other stakeholders in educational planning, problem-solving and support provision; and a principle of "unconditional acceptance" -- no educable/non-educable or employable/unemployable distinction operant in the planning process. Therefore, the processes that are being developed to

⁶²For an overview of research and inclusive educational practices in Canada, see The Roeher Institute (Cameron Crawford and Gordon Porter), *How it Happens: A Look at Inclusive Educational Practice In Canada for Children and Youth With Disabilities*, Toronto, Health and Welfare Canada, forthcoming (1993).

manage education integration provide a context and a basis for continued planning for transition and post-school opportunities. A commitment to making transitions happen for young people with disabilities is best built on a commitment and a framework for effective education integration.

1. Factors Affecting Provision of Integrated Education

A key factor constraining a systemic shift to full inclusive educational practice is that funding continues to be allocated to segregated education delivery. As well, there is a substantial infrastructure of special education training that assumes teachers will teach in segregated systems, and an academic field built on assumptions that segregated education is necessary. It is evident that provincial policy frameworks that enable and require education integration are necessary incentives. It is also critical that resources be in place to make education integration effective, including planning support, teacher training, in-class resources, and teacher support for curriculum adaptation.

F. WORK EXPERIENCE

Previous work experience has been identified as one of the factors associated with successful transitions to employment after leaving school. This is the case for the population generally, and for people with disabilities (Scucimarra and Speece, 1990). Work experience provides opportunities to develop employability skills, vocational skills, potential long-term employment options, and contacts for future employment.

Work experience is obtained through part-time or full-time employment on the open labour market, or through cooperative education and work experience programs delivered through the secondary and post-secondary education systems. Funding for

cooperative education programs, primarily at the secondary level, is provided under LFDS programming. It is regulated in some instances by provincial ministries of education and delivered through local school boards and schools.

Facilitating cooperative education work placement to some extent usually entails the development of training plans and coordination with the educational curriculum. In the case of persons with disabilities, cooperative education and work experience should be integrated as specific strategies within an overall plan for enabling transition to employment. A cooperative education plan and access to work experience do not suffice in themselves as conditions to make transitions successful.

1. Model Initiative

The Loyalist Collegiate Vocational Institute in Kingston, Ontario, has designed a co-op education model to enable supported employment placements for students with disabilities. The co-op education coordinator has set of duties beyond those usually associated with arranging placements for students. In establishing supported employment placements, the coordinator identifies job placements; carries a detailed task analysis in order to ensure that suitable placements are made for students with disabilities; identifies accommodations that need to be made in the workplace in order to support students; and ensures that other arrangements are in place for on-the-job support.

The coordinator also works with the vocational training centre in the high school for the design and construction of adaptations that are required to accommodate students in their work placements. High school students in the vocational program are involved in the design and construction process as part of that program's curriculum.

2. Factors Affecting Work Experience and Cooperative Education

Guidelines have been established in some provinces to enable students with disabilities to participate in cooperative education,⁶³ and some students have been able to participate in programs at the secondary and post-secondary level. However, gaining access to labour markets through high school work experience and cooperative education programs presents similar dilemmas to gaining access to the labour market for people with disabilities. Barriers to adequate supports and services, and lack of effective planning support and coordination operate to restrict access to formalized work experience and cooperative education programs.

The two-track education system has also resulted in development of two-track work experience and cooperative education opportunities at the secondary school level. Some schools have set up segregated work opportunities and funnelled students with certain types and levels of disabilities into them, on the assumption that since they would likely not be able to access the paid labour market, work experience should provide them skills which can be used in the day program and sheltered workshop settings to which, it is anticipated, they will proceed upon finishing high school. Thus, the employability / unemployability distinction that operates to restrict access to supports and services for individuals who need support and who wish to access the paid labour market, operates also to organize work experience and cooperative education in some instances. In these cases, cooperative education is not a means to a transition to adulthood, community integration, and the paid labour market. Rather, it contributes to the exclusion from such transitions.

⁶³For example, see Ontario Ministry of Education, *Cooperative Education: Policies and Procedures for Ontario Secondary Schools*, 1989, Toronto, Ontario Ministry of Education.

G. DEMAND FOR LABOUR

Transitions to the paid labour market cannot happen unless there is a demand for labour. The labour market in Canada is undergoing substantial restructuring in the face of globalization. This is leading to an increasingly polarized labour market - a limited pool of positions requiring highly skilled, trained expertise for "value-added" production, and a growing pool of low-paying, low-skilled, insecure jobs, with limited benefits packages and that do not provide economic security (Gunderson, Muszynski, Keck, 1990; Menzies, 1989).

It is in the context of the changing structure of demand for labour, and evidence that Canada's labour pool is lacking in the skills required for the emergent global economy, that new efforts are being promoted to build partnerships between business, labour, and the educational sector at the secondary and post-secondary level.⁶⁴ In this emerging economic climate, economic goals are being stressed as a guiding aim for policy development, resulting in calls to back the "winners, especially those already among the most productive in Canada's workforce."⁶⁵ As a Canadian educational and training strategy evolves that is based on a closer articulation of the needs and demands of the economic sector, it will be especially important to ensure that short-term economic goals are not pursued at the expense of some of the most labour market disadvantaged groups, like people with disabilities.

⁶⁴See, for example see Michael Bloom, *Reaching for Success: Business and Education Working Together. First National Conference on Business-Education Partnerships*, Ottawa, The Conference Board of Canada, July 1990.

⁶⁵Gordon Thom, *Employer Interaction with Public Colleges and Institutes in Canada*, Science Council of Canada Discussion Paper, Ottawa, Science Council of Canada, 1987.

A significant trend in the labour market is the growing share of new job growth accounted for by self-employment, and growth in the small business sector. People with disabilities have been supported by some community-based employment agencies in the disability sector with business planning expertise, marketing analysis, implementation, and management support. Analysis of the Health and Activity Limitation survey suggests that self-employment is a viable option for persons with disabilities. In fact, persons with moderate and severe disabilities who earned \$15,000 or more in 1986, and who had activity limitations for at least three years, were more likely than other persons with disabilities to be self-employed.

Access to quality employment opportunities which provide economic security and career development potential are becoming increasingly difficult to come by in today's labour market for the population in general. It is essential, therefore, that business-labour-education partnerships be promoted with the purpose of creating greater awareness among employers and unions of the potential of people with disabilities, and the specific accommodations they may require. Successful transitions occur, it has been noted, when transition planning begins early in secondary education. Part of this planning process must entail collaboration with potential employers so that demand for the labour of persons with disabilities can be encouraged and better managed, and so that people with disabilities can have access to labour markets that provide opportunities for successful, long-term transition outcomes.

1. Model Initiative

The "Visible Abilities" project initiated by the New Brunswick Department of Labour was designed to promote the labour resource of persons with disabilities in the province. The project maintains an inventory of the skills and abilities of persons with disabilities who register with the project.

Coordinators of the project assist in job matching persons with employment in government and the private sector. Review of the project has shown that it has been successful not only in securing placements for individuals, but in facilitating transitions into the labour force which result in significantly higher job retention rates than tends to be the norm for persons with disabilities. While Visible Abilities does necessarily generate demand for labour, it helps to manage and focus the demand towards the labour pool made up of persons with disabilities.

2. Factors Affecting Demand for Labour

Needed infrastructure is currently lacking to enable effective management of demand for the labour pool of persons with disabilities. Elements of the infrastructure which needs development includes:

- business-education-labour partnerships that promote the demand for labour of persons with disabilities. Disability consumer and advocacy organizations have a key role to play in this process;
- management of labour market information, job development, and job matching which promotes persons with disabilities
- support for entrepreneurship and self-employment
- facilitation of appropriate workplace accommodations, and;
- adequate funding and delivery arrangements for supports and services responsive to individual need, and based on the principle that all persons with disabilities can access the labour market with the right supports.

In devising a transition strategy, it is critical that the kinds of jobs into which people are making transitions are not jobs that will diminish quality of life and economic security, but rather enhance it. This is especially important given the tendency for women and other equity groups, when they do get into the paid labour market, to be "job ghettoized" in low-paying and un-skilled positions (Gunderson, et al., 1990, Abella, 1985.) Research has pointed to the fact that "unhealthy transitions" into the labour force do take place, and that it is groups like women who tend to bear the burden of them (Daykin, 1989). Unhealthy transitions include those that contribute to persons' lack of economic security and de-skilling, and that expose individuals to substantial risks to health and safety. Access to this "low-end" labour market brings for persons with a disability, job insecurity, job loss and can thus lead to a perception of inadequacy. Job failure tends to decrease motivation for labour force participation, which then becomes perceived as an inherent "characteristic" of persons with disabilities. Given the emerging labour market, it will be especially important to gauge against promotion of "unhealthy transitions" in an effort to meet the emerging structure of demand for labour.

VII. CONCLUSION: DIRECTIONS FOR CHANGE

Present policy and program instruments are not as effective as they could be in facilitating positive labour market transitions by people with disabilities. If reforms are required across a number of policy and program areas, the following are issues that either fall directly within the purview of the Canadian Labour Force Development Board to address, or are issues about which the CLFDB could play an important role in focusing attention. The Board could also be instrumental in promoting collaboration with other partners in multi-sectoral efforts to address these issues.

A. EDUCATION, TRAINING AND JOB COUNSELLING ISSUES

- o Large numbers of people with disabilities have low educational attainments. Steps need to be taken to ensure that they have access to quality integrated educational programming, can complete their formal education, and can use their education to the fullest.
- o People who become disabled after completing their formal education and people whose educational achievement is low are at risk of remaining outside the labour force. These people must be assured access to educational upgrading.
- o Disproportionate numbers of people with disabilities are ineligible for training because their educational achievements are too low. Less restrictive eligibility criteria need to be adopted to make training and upgrading more accessible.
- o Due to recent policy and program changes involving the Unemployment Insurance fund, funding for training

increasingly requires recent participation in the labour force. Programs are therefore inaccessible to many thousands of people with disabilities who have not recently been in the labour force. By itself, UI is not an acceptable funding base. It is essential that alternative mechanisms be established to ensure that the funding for training is in place for all who require it.

- o Funding arrangements for vocational training often require trainees to remain outside the mainstream labour market. Policy, programs and funding that enable trainees to integrate into the mainstream labour market must be developed instead.
- o Too few people with disabilities are participating in mainstream training opportunities. Vigorous affirmative action steps need to be taken to significantly increase the numbers of participants.
- o Training and educational opportunities are not adequately accessible at the physical and sensory level, nor geared to individual interests and learning styles. Thus, there are significant disincentives for people with disabilities to take part in these programs. Training and educational institutions ought to be held accountable for making the necessary changes in their policies, teaching procedures and sites of learning. Attaching conditions to the massive funding now delivered to these institutions would be a powerful incentive for them to find ways to serve the public more effectively. The training of teachers and post-secondary instructors in mainstream and private educational systems should also be designed to develop instructional competencies in reference to students with disabilities.

Currently, only a handful of college and university teacher preparation programs have this aim.

- o There has been insufficient access by people with disabilities to regional and local economic development, and to priority setting for public investments in training. Participation should be vigorously promoted in the future. Government, business and labour compliance with that principle needs to be monitored and enforced.
- o People with disabilities have had too few opportunities to participate in the monitoring and design of educational and training programs. Again, mechanisms to ensure their participation in curriculum development, program monitoring and even program delivery through mainstream educational delivery systems should be developed, and funding to enable them to play a consultancy role should be made more readily available. Responsibility for ensuring the involvement of people with disabilities in educational/training design should be clearly vested, and accountability measures for ensuring participation should be enforced.
- o As with social services, the *competitively employable* and *unemployable* criteria make it difficult for those who most need access to supports and opportunities to obtain these and training/education through vocational counsellors. Such distinctions should be abolished. There are many other factors in the area of vocational counselling that affect eligibility and that bar many individuals from gaining access to training, education and disability-related supports. These must be addressed, including counsellors' low expectations about the employment potential of people with disabilities; counsellors' lack of familiarity with disability-related issues and systems; and arrangements that

mandate counsellors to function as "gate-keepers" to training, education and job placements but that also place them under pressure to limit their involvements to individuals who can be placed as inexpensively and quickly as possible.

- o If mainstream vocational counselling, referral and placement agencies are to serve all citizens who need these services, then they should be required to develop and maintain their expertise in serving people with disabilities.
- o The network of community agencies with expertise in issues of disability and labour force participation is providing valuable services. This network should be expanded and strengthened by reducing agency reliance on short-term and project funding, and increasing core funding.
- o The secondary and post-secondary educational systems and voluntary groups are limited in their ability to provide effective job and educational counselling and transition planning to young persons with disabilities. The capacity of these systems to deliver such services should be strengthened and particular focus placed on young people with disabilities making the transition from school to work.

B. OTHER ISSUES

- o Human rights provisions allow bona fide occupational requirements / qualifications (BFORs/BFOQs) to be used as criteria to screen people out of jobs. Measures binding on society at large must be established that ensure people with disabilities have access to the opportunities (e.g., education and training, access to rehabilitation services, support services on the job, etc.) that would enable them to

satisfy the BFORS/BFOQs. This will become critically important if occupational standards are to be used as de facto BFORS/BFOQs in the future.

- o If BFORS/BFOQs are to continue, greater consideration needs to be given to alternate ways a given job can be performed, and to the job requirement options that can be considered bona fide.
- o If it is to have its intended effect, the duty to accommodate must be more explicitly articulated and liberally applied. Furthermore, undue hardship relates principally to employers' capacity or willingness to make accommodations. Presently, it is too easy for employers to successfully claim undue hardship on a number of grounds. This situation could be curbed by making the responsibility for accommodations more broadly shared. This means that the costs and responsibilities should be distributed more equitably and widely among employers, unions, governments and society-at-large. New, less fragmented and less restrictive ways of funding job accommodations must be also found, and measures implemented to hold all stakeholders accountable for ensuring that adequate supports for employment are in the workplace.
- o Existing employment equity participation target levels are unreasonably low and should be raised. Targets should take into account the severity and nature of disability. By raising the targets so that a minimum of 10 per cent of the active labour force is people with disabilities, employers would be virtually forced to consider job seekers with a variety of disabilities and all ranges of severity. In other words, higher targets should be used to stimulate the demand for workers with disabilities.

- o The current employment equity approach focuses mainly on large firms, affecting only a minority of Canadian workers. The focus should be broadened to include small employers. Sectoral, geographical and other approaches for achieving equity aims could be considered so small employers can play a fair part without shouldering untenable burdens.
- o Collective agreements can be used to bar people with disabilities from taking part in work placements, on-the-job training, and from gaining access to jobs. Greater understanding of the issues facing people with disabilities in the labour market, and openness to new approaches that would enable people with disabilities to take their place along side other workers, are required on the part of organized labour.
- o New funding and policy arrangements are required that will assure portability of disability-related supports across job-sites, training, educational and other environments. These arrangements should also be designed to ensure that people with disabilities, like other Canadians, can move to those regions of the country where there are the greatest opportunities to take part in the labour market.
- o A strong national legislative and policy framework for delivering disability-related supports is needed. Without such a framework, it is difficult to imagine how equity or portability in the area of disability-related supports can be assured.
- o The *employable* and *unemployable* criteria have been used to deny essential disability-related income and other supports, and to regulate delivery of income transfers and supports in ways that frustrate the transition to training, education

and the labour market. People are effectively driven out of the labour force so they can qualify (under the *unemployable* criterion) for the disability-related transfers, goods and services they require. A clear alternative to this counter-productive situation must be found. Such criteria should not be used to determine whether individuals qualify for support. Criteria such as *need* or *disability* should be used instead.

- o Coordination services are limited in their ability to link people with disabilities to generic financial institutions and to business resources. If people with disabilities who seek to become self-employed or to develop their own businesses are to have better opportunities, the coordinating agencies should be funded and mandated to assist in the process.
- o Greater funding commitment is required to ensure that the various kinds of informal support (family support; advocacy; peer support; education-based social support) is in place to ensure youth with disabilities can complete their studies and make successful transitions to the labour market.
- o The sooner after the onset of disability that planning begins to enable individuals to prepare for the labour market or to return to their jobs following a work-related injury, the more likely it becomes that those persons will be able to successfully integrate into employment. A vigorous "early intervention" approach should thus be supported by all labour market partners.

Because people with disabilities have been excluded as a matter of public policy from the mainstream of society, efforts to promote their transition to the mainstream labour market

should be developed within the context of efforts and initiatives on a number of fronts, as outlined above. Such efforts would go a long way towards promoting the full social and economic participation and integration of people with disabilities. The research and review undertaken for this project points to a number of specific factors that make for successful transitions to employment for persons with disabilities that bear emphasizing. The CLFDB should ensure in the future that these factors are taken into account in its efforts to facilitate transitions to labour market by people with disabilities.

First, individual choice and self-determination -- a consumer-driven and not just consumer-focused approach -- must be a guiding principle for transition programs and initiatives. Funding and service policies have tended for too long to place decision-making power in the hands of professionals and service providers who often have a vested interest in maintaining a status quo in which people with disabilities are not effectively integrated into the social and economic mainstream.

Second, the role of social supports of family and friends is critical to making successful transitions. However, existing service systems and funding arrangements have tended to exclude the role of these partners in decision-making, and have failed to recognize the resources they can bring to the planning process -- interpretation of the person's choices, vision for their future, and ongoing support through what are sometimes complex and difficult transitions into adulthood, the paid labour market, and independent living in the community. A commitment of resources to ensure that social support and advocacy are in place is necessary.

Third, mandated planning support and coordination for the transition planning process is essential. Without a planning process that begins early in secondary education, the resources and supports, which need to be put in place for people with disabilities to make effective transitions, are simply not

secured when the time comes. The mandate for transition planning is currently unclear, and while there is recognition of the need for collaboration between the individual, family, education institutions, business, labour, and community services, the planning agent function has not been adequately defined. Without this role, and adequate resources to play it, the individual transition planning process is likely to remain ineffective.

Furthermore, transition planning needs to be conceived as a process when it comes to people with disabilities, one that begins in the diverse places from which people with disabilities are seeking to make the transition to the paid labour market -- secondary school and post-secondary education institutions; segregated day programs and sheltered workshops; the family setting, personal home or home with non-relatives; institutional care. It should also be seen as one that begins as soon as possible after the onset of disability, particularly for youth who become disabled before completing their formal education and for workers who become disabled sometime after entering the labour market.

Transition planning support for people with disabilities requires an expertise -- sensitivity to disability issues, an awareness of the complex set of supports and services that are sometimes required, and an ability to see the strengths and potential of a person when for so long their disability has been seen as a "deficit". There are community-based agencies and organizations in the disability consumer and advocacy sector who have the capacities to play these roles or provide an infrastructure in which these roles can be played. However, this system is currently under-funded and lacking the clear mandate to play such a role. That issue must be addressed.

Fourth, provision of disability-related supports and services are required if people with disabilities are to make the transition to the paid labour market. These can include paid personal supports, rehabilitation services, aids and devices,

transportation, and workplace accommodations. As discussed in this report, a number of barriers prevent people from gaining access to these supports and using them in ways that would support their transition to training, education and jobs. If the CLFDB does not have direct responsibility for all relevant matters in this area, it could at the very least raise the critical importance of other labour market partners collaborating to address more the more central problems in this area.

Fifth, education integration has been shown to be an important condition for making effective transitions. While many people with disabilities have been segregated into special education systems, those who are integrated are more likely to develop the social and vocational skills, and the social networks, which enable them to adjust to the community and to the demands of the paid labour market. A much stronger policy framework for inclusionary education is required in Canada at both the secondary and post-secondary levels.

Sixth, work experience, whether through summer employment or cooperative education programs, has been shown to be associated with successful transitions. However, people with disabilities tend to face barriers to participation in these work experiences that are similar to the barriers they face to the labour market more generally. Furthermore, segregated work experience options have been established at the secondary and post-secondary level, which tend to stream people away from the mainstream labour market and into sheltered work activities. Many individuals never manage to extract themselves from such arrangements. While there is a growing commitment by governments to de-segregate both education and employment for persons with disabilities, significant resources continue to be allocated to these segregated systems, thus limiting the fiscal capacity of governments to implement more integrative approaches.

Finally, transitions to the paid labour market cannot be made unless there is an effective demand for the labour of

persons with disabilities. The emerging structure of the paid labour market in Canada points to an increasing polarization. Where people with disabilities do manage to get into the market at all, many (given their educational histories and the lack of effective transition planning) face the likelihood of being ghettoized in the low-paying, insecure job sector. Therefore, it is essential that effective transition planning supports be in place, and that efforts be coordinated with agencies and actors who can manage the demand for labour in secure and well-paying jobs. Business and labour are key partners in this process.

In summary, the promotion and support of successful, "healthy" transitions for people with disabilities requires an infrastructure which:

- o mandates and resources transition planning and coordination services;
- o builds partnerships between business, labour, the educational and social service sectors, and disability organizations so that the participation and potential of people with disabilities can be promoted;
- o fosters the development of social support and advocacy;
- o strengthens the network of community organizations with expertise in the area of disability;
- o maintains / develops the ability of mainstream educational, training and counselling systems to have a sound knowledge-base on disability and labour force issues and to provide services that are relevant to people with disabilities;
- o stimulates and focuses the demand for labour on the pool of labour of people with disabilities;
- o clears away discriminatory labour market practices that inhibit transitions to jobs;
- o promotes and facilitates self-employment as a viable employment option;

- o ensures people with disabilities play a more central role in the development of labour market policies and programs (including education and training); and
- o provides linkages to income security in the face of structural adjustment in the labour market, the cost of meeting basic and disability-related needs, and the episodic nature of many disabilities that can leave many people having to make multiple transitions into and outside the labour market.

The development of this infrastructure to support and manage transitions has many implications. In order to effectively move in the direction of constructive change a new, more coherent, comprehensive, national approach is required. While reforms in a number of discrete legal and policy areas are clearly necessary, isolated tinkering in those areas will not by themselves achieve the desired results. Instead, a pro-active, collaborative, and multi-faceted approach is required. It should coordinate laws, policy and personal efforts across government departments, federal-provincial / territorial and local jurisdictions, and the private and voluntary sectors, including consumer organizations. New social service laws, federal-provincial / territorial cost-sharing arrangements and other policy and funding mechanisms will likely be necessary. The present situation also dictates the need for the creation of new vehicles to secure such participation across sectors -- ones that will clearly vest responsibilities for shifting entire systems and that will cut through bureaucratic red tape. New and effective inter-departmental protocols designed to assure effective collaboration will likely have to be developed in the process. Short of this, it is difficult to imagine how one-eighth of the working age population in Canada will fare better in the future than they do today at making positive transitions and contributions within the Canadian labour force.

APPENDIX 1
KEY ARRANGEMENTS FOR PURCHASING,
DELIVERING AND REGULATING ACCESS
TO TRAINING UNDER CJS/LFDS.

A. THE DELIVERY OF TRAINING

1) Purchase of Training/The Employability Improvement Program

Training options have been provided under CJS through a number of its component programs. As discussed in Section III of this report, the bulk of training for persons with disabilities has been provided through Job Entry and Job Development, as well as through EIC-purchased training from provincially-funded public and private training institutions.

Many of the options under CJS Job Development and Job Entry will be incorporated, under the new Labour Force Development Strategy, into the LFDS "Employability Improvement Program". The Employability Improvement Program is designed to assist persons facing serious labour market difficulties in accessing vocational counselling and training. The four employment equity groups are designated clients under this program. The program has three major components for purchasing training: "Project-Based Training", "Wage Reimbursement", and "Purchase of Training" arrangements.

a. Project-Based Training

- o will support programs similar to those funded under the "Severely Employment Disadvantaged" and "Job Entry" and "Re-Entry" options of CJS. (These have generally focused on developing the pre-vocational and basic labour-market skills of trainees. A variety of community agencies, including disability organizations, have served as "coordinators" and providers of the programming.)

b. Wage Reimbursement

- o replaces what was formerly the "Individually Subsidized Job" (ISJ) option of the CJS Job Development program, an option has been accessed by a significant proportion of CJS participants with disabilities.
- o provides work experience and skills training to persons who are long-term unemployed, and provides employers with wage subsidies as an incentive to hire and provide on-the-job training to selected individuals. Actual delivery of training has been the responsibility of the employer receiving the wage subsidy.

c. Purchase of Training Arrangements

- o have been used to purchase a variety of training courses for eligible individuals under the CJS/LFDS framework. EIC arranges for training to be purchased from both public training institutions, such as community colleges, as well as from a wide array of private training institutes and other private sector organizations. Purchases from this highly decentralized delivery system include courses related to vocational or skills training, pre-vocational training (up-grading programs), preparation for employment training (job search, and job readiness training), language training, apprenticeship training, and training related to specific occupations. Some of these purchases are made on a government-to-government basis, where EIC and provincial counterparts negotiate the number of "seats" that EIC will purchase in training courses that are delivered through provincial, public-sector training institutions. Local CEC's are also mandated to directly purchase training and provide wage reimbursements from other providers. As well, EIC provides funding support to third parties (non-government groups,

some of which are called "coordinating groups"), who in turn make similar purchases.

B. RELATED ARRANGEMENTS FOR PURCHASING, DELIVERING AND REGULATING ACCESS TO TRAINING

- i) Labour Force Development Agreements and Labour Force Development Boards - Roles of Provincial/Territorial Governments and Aboriginal People

As discussed in Section III of the report, a new structure for labour market planning in Canada is being put in place through a 3-level (national, provincial/regional, local) system of labour force development boards. Responsibilities for local boards have not been worked out, and will likely vary from province to province. It is anticipated, however, that the local level boards will eventually be responsible for decisions about the training to be purchased within local areas. They will thus replace the function of "coordinating groups" in some instances, or will develop partnership arrangements with existing coordinating groups. Local boards would also be responsible for developing detailed local labour market training plans with the advice, consultation, and expertise of the provincial level boards, and within the framework for labour market development established by the provincial level board. Representation on boards at all levels will include business and labour primarily, but also representatives of some or all of the target groups for employment equity. These structures could provide some opportunity, then, for disability organizations to participate in labour market planning, and also in decisions about the kinds of training that will be purchased.

The training agreements that are ongoing between the federal and provincial/territorial governments lay out the terms and provisions for the purchase and delivery of training in the provinces and territories. On the basis of funding through these arrangements, provinces establish a variety of wage subsidy programs in addition to those delivered under the Wage Reimbursement component of the Employability Improvement program. It is anticipated that there will be considerable diversity across the country in terms of how the provinces and territories will organize and deliver training under the Labour Force Development agreements.

- ii) Shift to Unemployment Insurance Claimants under LFDS

The purchase of training under the CJS/LFDS framework is now being focused more exclusively on claimants of Unemployment Insurance. This shift is due to the fact that Bill C-121, the 1991 amendment to the Unemployment Insurance Act, established that a portion of the fund could be used for "Developmental Uses", or in other words, for costs related to training. The Developmental Uses budget now provides the bulk of the funding for training. Because the UI fund is paid for by employers and workers, EIC has taken the decision that those who access training funded out of the UI fund should be primarily those individuals who are claimants of the fund. This means that people most likely to receive training funded in this way are people who have worked in the past 52 weeks and have made contributions to the UI fund.

- iii) Three-Year Maximum on Training Participation Under LFDS

Under the program changes being introduced under the LFDS programs, an individual's training can now be funded for a period of up to three years. One of the key barriers to participation for persons with disabilities under the original set of CJS programs was a 52 week maximum on training programs. The learning styles and other needs of some persons with disabilities could not be

accommodated within the 52 week period due to the nature of their disability. If it was anticipated that such persons could not develop needed skills within the 52 week time-frame, they would often be considered ineligible for the training. This occurred rather than consideration being given to how the training time-frame could be adapted to better accommodate their needs. The extension of the allowable period of funding could be used to tailor more accommodating training arrangements for individuals who would previously have had difficulties gaining access to or completing training under earlier CJS provisions.

iv) Measures to Increase Participation of Equity Groups

The level of participation by persons with disabilities in training purchased through the CJS/LFDS framework has consistently fallen below the 6% targets established by Employment and Immigration Canada. EIC and provincial governments have expressed commitments to increase their participation in the future. Since 1990, aggregated targets for CJS program participation have been established at the provincial / territorial level only, thus dispensing from the need for each CEC to achieve particular target levels, which was the previous arrangement. In 1990, EIC introduced a "Designated Group Policy" which marks a shift in emphasis from exclusive reliance on setting targets for designated group participation in CJS/LFDS training programs. The overall goal of CEIC's Designated Group Policy is to achieve "employment equity" for the four groups, to the extent that CEIC is able through its own mandates. The policy requires that CEIC take measures, within the context of its programming, to remove barriers to the full labour force participation of members of the designated groups.

Implementation of the policy requires that local CECs, CEIC Regional Offices and CEIC National Headquarters ensure that achievement of all "strategic priorities" contribute to achievement of the policy's equity objectives. The policy does not make reference, however, to the establishment of target participation levels for the participation of individuals with disabilities in CJS/LFDS programs. The concrete measures that will be established to determine whether equity objectives are being met under LFDS are as yet unclear. Also unclear are the concrete mechanisms that will be used to pursue the equity objectives. What is clear is that the National Headquarters of CEIC is mandated under the policy to establish "annual national goals" to mark progress in achieving the four objectives.⁶⁶

Further, the federal-provincial/territorial agreements used to implement the CJS/LFDS programs specify that both levels of government are committed to "equality of access" to training and employment development programs, and/or are committed to "employment equity" for individuals who require "special efforts" if equitable access to training is to be ensured.

As well, under certain CJS program options, the providers of training can access up to \$10,000 per disabled participant for workplace accommodations, which in turn could assist the achievement of equity objectives.

In some jurisdictions, like Prince Edward Island, a form of targeting has been in place to enable the purchase of course seats in provincial training institutions. Under the federal government's arrangement to purchase seats in provincial training institutions, the province agrees to reserve a certain number of purchased seats specifically for people with disabilities.

⁶⁶Program managers within CEIC at the local, regional, and national levels are to have reference made in their performance appraisals concerning their contribution to achieving the four objectives.

APPENDIX 2 - SELECT BIBLIOGRAPHY ON SCHOOL-TO-WORK TRANSITIONS

- Bates, P. (1990). "Transition: An energizing concept." Impact 3 (3), 15-17.
- Bloom, Michael. (1990). Reaching for Success: Business and Education Working Together. First National Conference on Business-Education Partnerships. Ottawa: The Conference Board of Canada.
- Crawford, C. and Porter, G. (1992). How it Happens: A Look at Inclusive Educational Practice In Canada for Children and Youth With Disabilities. Toronto: The Roeher Institute.
- Daykin, N. (1990). Unhealthy Transitions: Young Women, Health and Work in the 1980s. West Yorkshire, UK: The British Library.
- Forest, M. (1987). More Education Integration: A Collection of Readings. Toronto: National Institute on Mental Retardation.
- Gottlieb, B. (1985). "Social networks and social supports: an overview of research, practice, and policy implications." Health Education Quarterly 12 1:5-22.
- Gunderson, M; Muszynski, L; and Keck, J. (1990). Women and Labour Market Poverty. Ottawa: Canadian Advisory Council on the Status of Women.
- Horrocks, C. (1991). "Isolation and Security: Transition Process and Outcomes for Graduates with Mental Handicaps." B.C. Journal of Special Education Vol 15, No. 2.
- Lord, J. and Hearn, C. (1987). Return to the Community: The Process of Closing and Institution. Kitchener: Centre for Research and Education in Human Services.
- McDonald, I; McKie, F.; and Webber, G. (1991). "Transition Pilot Project: Implications for Adult Service Providers." Canadian Journal of Rehabilitation 5, 2.
- McKnight, J. (1987). "Regenerating Community." Social Policy. Winter :54-58.
- MEDC - Employment Development Inc. (1992). School to Work Transition: An Assessment of Employment Issues and Opportunities Affecting People With Disabilities Leaving High School. Winnipeg.
- Menzies, H. (1989). Fast Forward and Out of Control: How Technology is Changing Your Life. Toronto: MacMillan.

Ontario. Ministry of Education. (1989). Cooperative Education: Policies and Procedures for Ontario Secondary Schools, 1989. Toronto: Ontario Ministry of Education.

Perske, R. (1988). Circles of Friends: People With Disabilities and Their Friends Enrich the Lives of One Another. Burlington, Ont. Welch Publishing Company.

Price Waterhouse. (1990). Qualitative Research on School Leavers: Summary Final Report. Ottawa: Canada, Minister of State for Youth.

The Roeher Institute. (1993, forthcoming). Nothing Personal: The Need for Personal Supports in Canada. Toronto.

(1992) On-Target? Canada's Employment-Related Programs for Persons with Disabilities. Toronto.

(1990a). Literacy and Labels: A look at literacy policy and people with a mental handicap. Toronto.

(1990b). Making Friends: Developing Relationships between People With a Disability and Other Members of the Community. Toronto.

Steere, D.E.; Wood, R.; Panscofar, E.L.; and Hecimovic, A. (1990). The principles of shared responsibility. Hartford, CT.: Institute of Human Resources.

Thom, G. (1987). Employer Interaction with Public Colleges and Institutes in Canada. Science Council of Canada Discussion Paper
Ottawa: Science Council of Canada.

Wehman, Paul. (1992). Life Beyond the Classroom: Transition Strategies for Young People with Disabilities

APPENDIX 3 - USER-DERIVED VARIABLE TO IDENTIFY
PERSONS UNDERGOING TRANSITIONS
TO MORE OR TO LESS WORK

For this report, a HALS variable was derived to identify people whose time spent at work either increased or decreased sometime from the beginning of 1985 to the reference week in 1986. It is the result of two derivations. One derivation was a cross of the HALS WORKACT and HOURS variables to identify people who were not working in 1985 who were subsequently involved in employment in the reference week (e.g. working more than zero hours), or working only part time in 1985 and who were working full time in the reference week (e.g. working 30 hours or more in reference week). These persons were coded as having made "positive transitions". That derivation also identified people working fewer hours in the reference week than they were working in the previous year (e.g. not working in reference week but employed for all or part of 1985, or working part time in the reference week but worked full time for all or part of 1985). These people were coded as making "negative transitions". A single exception was made to this protocol. Individuals who were "employed" in the reference week, but who last worked either before 1985 or "never" were assumed to be technically employed but to have made some kind of transition away from actual participation on the job. (Only people with disabilities are classified in HALS in this seemingly contradictory manner. None of these persons were working any hours in the reference week.)

The second derivation was a cross of HALS LFS and WORKACT variables to identify people who became employed following a period of unemployment or inactivity (positive transition), and people who became unemployed/inactive after a period of employment (negative transition).

Both derivations were joined. Where individuals were identified as making a positive transition on one variable but a negative transition or no transition ("others") on the other variable, they were classified as having made a transition to "more work" nonetheless. In other words, transitions to more work take precedence in the coding. Where individuals were coded as making a negative transition on one variable and as "others" on the second, they were coded as making transitions to "less work". In the final derivation that was used for this report, "others" represents the residual group for whom no transition can be identified. Many of these persons are likely to have undergone some kind of transition. However, it was not possible using the above protocol identify them as such.

APPENDIX 4 - STATISTICAL TABLES

TABLE 1. PER CENT OF WORKING AGE CANADIANS (WITH AND WITHOUT DISABILITIES) IN TRANSITION, BY PROVINCE/TERRITORY

	TOTAL	OTHERS	MORE WK	LESS WK

NOT DISABLED				
TOTAL	100.0	74.5	8.0	17.5
NEWFOUNDLAND	100.0	67.0	7.5	25.5
PRINCE EDWARD ISLAND	100.0	68.7	8.2	23.1
NOVA SCOTIA	100.0	73.5	7.3	19.1
NEW BRUNSWICK	100.0	70.3	9.2	20.5
QUEBEC	100.0	74.3	7.6	18.1
ONTARIO	100.0	76.8	7.4	15.8
MANITOBA	100.0	74.9	9.4	15.7
SASKATCHEWAN	100.0	73.2	10.0	16.8
ALBERTA	100.0	72.7	8.7	18.6
BRITISH COLUMBIA	100.0	71.9	9.2	18.9
YUKON	100.0	73.3	9.0	17.7
NORTHWEST TERRITORIES	100.0	79.6	4.7	15.7

15,231,450

DISABLED

TOTAL	100.0	66.6	6.6	26.8
NEWFOUNDLAND	100.0	69.9	5.0	25.1
PRINCE EDWARD ISLAND	100.0	68.4	6.5	25.1
NOVA SCOTIA	100.0	69.6	7.4	23.0
NEW BRUNSWICK	100.0	70.0	7.4	22.6
QUEBEC	100.0	68.6	5.9	25.5
ONTARIO	100.0	66.7	6.1	27.2
MANITOBA	100.0	67.9	8.8	23.3
SASKATCHEWAN	100.0	67.8	8.5	23.7
ALBERTA	100.0	63.0	8.3	28.7
BRITISH COLUMBIA	100.0	61.2	6.8	32.0
YUKON	100.0	53.6	8.7	37.7
NORTHWEST TERRITORIES	100.0	68.5	6.0	25.5

1,767,640

TABLE 2. DISTRIBUTION OF WORKING AGE CANADIANS BY AGE, ACCORDING TO TYPE OF TRANSITION

NOT DISABLED

	TOTAL	OTHERS	MORE WK	LESS WK
TOTAL	100.0	100.0	100.0	100.0
15 - 24	25.7	22.2	42.0	33.4
25 - 39	39.2	40.0	33.8	38.2
40 - 54	23.8	25.7	17.6	18.4
55 - 64	11.3	12.1	6.7	10.0

DISABLED

	TOTAL	OTHERS	MORE WK	LESS WK
TOTAL	100.0	100.0	100.0	100.0
15 - 24	10.3	8.7	14.9	13.1
25 - 39	25.9	24.3	33.1	28.2
40 - 54	30.3	30.7	30.8	29.1
55 - 64	33.5	36.3	21.2	29.6

TABLE 3. DISTRIBUTION OF WORKING AGE CANADIANS (WITH AND WITH OUT DISABILITIES) IN TRANSITION, BY PROVINCE/TERRITORY

	TOTAL	OTHERS	MORE WK	LESS WK

NOT DISABLED				
TOTAL	100.0	100.0	100.0	100.0
NEWFOUNDLAND	2.1	1.9	2.0	3.1
PRINCE EDWARD ISLAND	0.5	0.4	0.5	0.6
NOVA SCOTIA	3.2	3.2	3.0	3.5
NEW BRUNSWICK	2.7	2.5	3.1	3.1
QUEBEC	26.8	26.8	25.5	27.8
ONTARIO	36.2	37.3	33.6	32.5
MANITOBA	3.9	3.9	4.6	3.5
SASKATCHEWAN	3.7	3.6	4.5	3.5
ALBERTA	9.5	9.2	10.2	10.0
BRITISH COLUMBIA	11.2	10.8	12.9	12.1
YUKON	0.1	0.1	0.1	0.1
NORTHWEST TERRITORIES	0.2	0.2	0.1	0.2
DISABLED				
TOTAL	100.0	100.0	100.0	100.0
NEWFOUNDLAND	2.2	2.3	1.7	2.1
PRINCE EDWARD ISLAND	0.5	0.5	0.5	0.5
NOVA SCOTIA	4.6	4.8	5.1	3.9
NEW BRUNSWICK	3.3	3.4	3.7	2.8
QUEBEC	22.2	22.9	19.8	21.1
ONTARIO	38.1	38.3	35.1	38.6
MANITOBA	4.4	4.5	5.8	3.8
SASKATCHEWAN	3.7	3.8	4.8	3.3
ALBERTA	8.8	8.3	11.1	9.4
BRITISH COLUMBIA	11.9	11.0	12.3	14.2
YUKON	0.1	0.1	0.1	0.1
NORTHWEST TERRITORIES	0.1	0.2	0.1	0.1

TABLE 4. DISTRIBUTION OF WORKING AGE CANADIANS (EARNERS ONLY), BY TYPE OF TRANSITION, EARNINGS AND GENDER

		TOTAL	FEMALE	MALE

NOT DISABLED				
ALL	TOTAL	100.0	44.5	55.5
	1 - 9,999	100.0	59.7	40.3
	10,000 +	100.0	36.2	63.8
OTHERS	TOTAL	100.0	40.6	59.4
	1 - 9,999	100.0	59.5	40.5
	10,000 +	100.0	34.4	65.6
MORE WK	TOTAL	100.0	55.9	44.1
	1 - 9,999	100.0	56.6	43.4
	10,000 +	100.0	54.7	45.3
LESS WK	TOTAL	100.0	53.7	46.3
	1 - 9,999	100.0	60.9	39.1
	10,000 +	100.0	42.6	57.4
DISABLED				
ALL	TOTAL	100.0	38.8	61.2
	1 - 9,999	100.0	53.6	46.4
	10,000 +	100.0	29.4	70.6
OTHERS	TOTAL	100.0	34.1	65.9
	1 - 9,999	100.0	53.0	47.0
	10,000 +	100.0	28.0	72.0
MORE WK	TOTAL	100.0	49.5	50.5
	1 - 9,999	100.0	52.1	47.9
	10,000 +	100.0	45.4	54.6
LESS WK	TOTAL	100.0	42.5	57.5
	1 - 9,999	100.0	54.3	45.7
	10,000 +	100.0	29.4	70.6

TABLE 5. DISTRIBUTION OF YOUNG ADULTS (AGED 15 - 24) BY TYPE OF TRANSITION AND HIGHEST EDUCATION LEVEL

	TOTAL	OTHERS	MORE WK	LESS WK
NOT DISABLED				
TOTAL	100.0	100.0	100.0	100.0
Primary Only	3.9	4.6	1.7	3.1
Some High School	41.4	44.6	29.6	39.4
High School Graduation	15.8	15.7	17.0	15.4
Trades Certificate	6.6	6.4	6.8	7.0
Some post-secondary	17.7	14.9	27.2	19.9
Post-secondary cert. or diploma	10.4	9.8	13.1	10.5
University Degree	4.2	4.0	4.5	4.8
DISABLED				
TOTAL	100.0	100.0	100.0	100.0
Primary Only	12.8	16.8	4.0	8.7
Some High School	49.9	52.7	35.3	49.4
High School Graduation	14.4	10.0	35.5	15.6
Trades Certificate	4.9	5.6	1.4	4.6
Some post-secondary	10.9	8.4	10.2	15.1
Post-secondary cert. or diploma	6.1	4.9	12.7	6.0
University Degree	1.1	1.5	0.9	0.5

TABLE 6. DISTRIBUTION OF WORKING AGE CANADIANS IN TRANSITION BY WHETHER THEY HAVE TAKEN COURSES OR RE-TRAINED

A. JOB-SEEKERS WITH DISABILITIES*

		TOTAL	YES	NO
TOTAL	68,560	100.0	27.9	72.1
OTHERS	22,600	100.0	30.4	69.6
MORE WK	8,590	100.0	20.5	79.5
LESS WK	37,370	100.0	28.1	71.9

* The table represents only respondents who answered "yes" or "no" to HALS question D62.

B. PERSONS DISABLED BEFORE COMPLETING THEIR FORMAL EDUCATION*

		TOTAL	YES	NO
TOTAL	467,970	100.0	21.0	79.0
OTHERS	295,700	100.0	18.8	81.2
MORE WK	43,020	100.0	28.0	72.0
LESS WK	129,240	100.0	23.6	76.4

* The table represents only respondents who answered "yes" or "no" to HALS question E20H.

TABLE 7. DISTRIBUTION OF REGULAR PRIMARY AND HIGH SCHOOL STUDENTS (AGED 15 - 19), BY TYPE TRANSITION AND TYPE OF CLASSES TAKEN

		TOTAL	ONLY SPECIAL CLASSES	ONLY REGULAR CLASSES	REGULAR & SPECIAL CLASSES
TOTAL	40,880	100.0	10.7	82.3	7.0
OTHERS	26,890	100.0	15.1	78.3	6.6
MORE WK	3,460	100.0	1.7	97.5	0.8
LESS WK	10,530	100.0	2.4	87.5	10.1

TABLE 8. DISTRIBUTION OF WORKING AGE CANADIANS IN TRANSITION BY OCCUPATIONAL CATEGORY

	TOTAL	OTHERS	MORE WK	LESS WK
NOT DISABLED				
TOTAL	100.0	100.0	100.0	100.0
UPPER LEVEL MANAGERS	1.2	1.4	0.5	0.7
MIDDLE AND OTHER MANAGERS	5.7	6.5	2.3	3.8
PROFESSIONALS	9.9	10.2	10.1	8.9
SEMI-PROFESS AND TECHNICIANS	3.8	3.4	5.1	5.0
SUPERVISORS	2.1	2.2	1.6	2.0
FOREMEN/WOMEN	2.4	2.6	1.4	2.0
CLERICAL WORKERS	13.8	12.6	16.9	17.7
SALE WORKERS	6.8	6.0	11.2	8.2
SERVICE WORKERS	8.2	6.3	14.7	13.3
SKILLED CRAFTS AND TRADES	6.3	6.4	6.2	6.1
SEMI-SKILLED MANUAL WORKERS	6.8	6.6	6.2	8.0
OTHER MANUAL WORKERS	12.4	10.2	18.3	19.1
NOT STATED	20.4	25.6	5.6	5.1
NOT APPLICABLE	0.0	0.0	0.0	0.0
DISABLED				
TOTAL	100.0	100.0	100.0	100.0
UPPER LEVEL MANAGERS	0.5	0.7	0.2	0.2
MIDDLE AND OTHER MANAGERS	3.2	3.6	2.8	2.2
PROFESSIONALS	5.5	5.7	6.3	4.6
SEMI-PROFESS AND TECHNICIANS	2.6	2.4	4.8	2.7
SUPERVISORS	1.7	1.8	1.7	1.7
FOREMEN/WOMEN	1.7	1.6	1.3	2.0
CLERICAL WORKERS	9.4	8.8	15.6	9.5
SALE WORKERS	4.9	4.3	9.3	5.3
SERVICE WORKERS	7.1	5.9	8.5	9.7
SKILLED CRAFTS AND TRADES	5.8	5.9	4.8	5.7
SEMI-SKILLED MANUAL WORKERS	6.0	5.1	8.8	7.4
OTHER MANUAL WORKERS	11.8	9.0	15.4	17.7
NOT STATED	39.9	45.2	20.5	31.3
NOT APPLICABLE	0.0	0.0	0.0	0.0

TABLE 9. LABOUR FORCE STATUS IN SUMMER 1986 OF WORKING AGE CANADIANS IN TRANSITION SOMETIME DURING 1985 - 86

	TOTAL	EMP.	UNEMP.	NILF	UNKNOWN

NOT DISABLED					
TOTAL	100.0	69.9	8.1	22.1	0.0
OTHERS	100.0	76.0	2.1	22.0	0.0
MORE WK	100.0	90.8	3.9	5.3	0.0
LESS WK	100.0	34.3	35.4	30.3	0.0
DISABLED					
TOTAL	100.0	40.3	7.3	50.7	1.8
OTHERS	100.0	39.9	3.1	55.0	2.1
MORE WK	100.0	59.2	10.9	28.7	1.1
LESS WK	100.0	36.6	16.7	45.4	1.3

TABLE 10. PROPORTION OF PEOPLE WITH DISABILITIES EMPLOYED IN MAINSTREAM JOBS, BY TYPE OF TRANSITION AND WHETHER THEY HAVE BEEN REFUSED WORK BECAUSE OF DISABILITY IN PAST FIVE YEARS BECAUSE OF DISABILITY

		JOB REFUSAL BCS OF DISABILITY?	
	TOTAL	NO	YES
TOTAL	100.0	94.2	5.8
OTHERS	100.0	95.6	4.4
MORE WK	100.0	88.9	11.1
LESS WK	100.0	92.5	7.5

TABLE 11. DISTRIBUTION OF WORKERS WITH DISABILITIES INVOLVED IN MAINSTREAM JOBS, BY TYPE OF TRANSITION AND WHETHER IN WORKPLACES THAT HAVE AFFIRMATIVE ACTION / EMPLOYMENT PROGRAMS TO INCREASE EMPLOYMENT WITH PEOPLE WITH DISABILITIES

		IS EMPLOYMENT EQUITY/ AFFIRMATIVE ACTION PROGRAM IN PLACE?		
	TOTAL	YES	NO	DON'T KNOW
TOTAL	100.0	8.8	60.3	30.9
OTHERS	100.0	9.9	57.8	32.3
MORE WK	100.0	9.7	69.0	21.3
LESS WK	100.0	5.6	63.8	30.6

TABLE 12. DISTRIBUTION OF PEOPLE WITH DISABILITIES IN MAINSTREAM JOBS, BY TYPE OF TRANSITION AND WHETHER THEY ARE IN WORKPLACES WHERE ON-THE-JOB TRAINING IS PROVIDED *

	TOTAL	YES	NO	DON'T KNOW
TOTAL	100.0	40.0	51.9	8.1
OTHERS	100.0	45.5	46.3	8.2
MORE WK	100.0	36.2	60.5	3.3
LESS WK	100.0	26.1	64.0	9.8

* Unfortunately, HALS does not allow us to identify whether people in workplaces that provide on-the-job training have actually participated in that training.

TABLE 13. DISTRIBUTION OF PEOPLE WITH DISABILITIES IN MAINSTREAM JOBS BY TYPE OF TRANSITION AND WHETHER PERSONAL SUPPORT WITH DAILY LIVING ACTIVITIES IS REQUIRED

	TOTAL	SUP'T NOT APPLIC.	SUPT'D: MORE OKAY	SUP'T REQ'D
TOTAL	100.0	61.1	14.6	24.2
OTHERS	100.0	63.5	14.1	22.4
MORE WK	100.0	55.6	16.5	27.9
LESS WK	100.0	56.9	15.4	27.7

TABLE 14. DISTRIBUTION OF PEOPLE WITH DISABILITIES IN MAINSTREAM JOBS, BY TYPE OF TRANSITION AND WHETHER DISABILITY-RELATED AIDS/DEVICES ARE REQUIRED

	TOTAL	AIDS NOT APPLIC.	AID USERS: OKAY	AIDS/MORE AIDS REQ'D
TOTAL	100.0	76.7	18.0	5.4
OTHERS	100.0	74.4	20.3	5.3
MORE WK	100.0	83.0	13.7	3.2
LESS WK	100.0	80.4	13.3	6.3

TABLE 15. DISTRIBUTION OF PEOPLE WITH DISABILITIES IN MAINSTREAM JOBS BY TYPE OF TRANSITION AND WHETHER REHABILITATION SERVICES HAVE BEEN USED IN THE PAST THREE MONTHS.

	TOTAL	NO REHAB	SOME REHAB	UNKNOWN
TOTAL	100.0	91.6	6.0	2.4
OTHERS	100.0	92.3	5.2	2.5
MORE WK	100.0	90.0	7.7	2.3
LESS WK	100.0	90.4	7.4	2.2

TABLE 16. WHETHER O-T-J ACCOMMODATIONS HAVE BEEN MADE FOR PEOPLE WITH A DISABILITY IN MAINSTREAM EMPLOYMENT, BY NUMBER OF HOURS WORKED IN REFERENCE WEEK

			HRS. WORKED IN REFERENCE WEEK					
			TOTAL	0	1 - 19	20 - 34	35 - 44	45 +
DISABLED	691,920	100.0	20.8	6.6	11.4	42.4	18.7	
ACCOM'D - OKAY	37,960	100.0	16.0	9.0	4.8	62.3	7.8	
NOT ACCOM'D - NEEDED	20,610	100.0	29.3	4.6	11.8	42.8	11.5	
NOT ACCOM'D - OKAY	525,650	100.0	20.5	6.8	11.6	44.8	16.3	
TOTAL	10,640,760	100.0	4.2	8.8	12.0	52.3	22.7	

TABLE 17. PROPORTION OF CANADIANS WITH DISABILITIES (AND EXPERIENCE IN THE LABOUR MARKET) WHO ARE LIMITED IN THEIR ACTIVITIES BECAUSE OF AN EMOTIONAL, PSYCHOLOGICAL, NERVOUS OR MENTAL HEALTH PROBLEM, BY YEAR LAST WORKED, GENERAL CAUSE OF DISABILITY, AND WHETHER JOB-SEEKING OR OUTSIDE THE LABOUR FORCE

% WITH A LIMITATION DUE TO A PROBLEM IN THE AREA EMOTIONAL/PSYCHOLOGICAL WELL-BEING		
YEAR LAST WORKED	UNEMP.	NILF
BEFORE 1985		
WK-REL'D CAUSE	16.4	17.0
OTHER CAUSE	24.2	20.3
IN 1985		
WK-REL'D CAUSE	9.9	16.9
OTHER CAUSE	16.8	17.6
IN 1986		
WK-REL'D CAUSE	5.3	13.1
OTHER CAUSE	11.5	21.4

